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OUTDOOR RECREATION RESOURCES COMMISSION



HEARING
BEFORE THE
COMMITTEE ON
INTERIOR AND INSULAR AFFAIRS
UNITED STATES SENATE
EIGHTY-FIFTH CONGRESS
FIRST SESSION

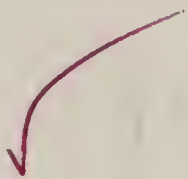
ON

S. 846

A BILL FOR THE ESTABLISHMENT OF A NATIONAL
OUTDOOR RECREATION RESOURCES REVIEW
COMMISSION

MAY 15, 1957

Printed for the use of the Committee on Interior and Insular Affairs



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OUTDOOR RECREATION RESOURCES COMMISSION

WEDNESDAY, MAY 15, 1957

UNITED STATES SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D. C.

The committee met pursuant to call, at 10 a. m., in room 224, Senate Office Building, Senator James E. Murray (chairman) presiding.

Present: Senators Murray, Anderson, Neuberger, Watkins, Barrett, and Allott.

Also present: Stewart French, chief counsel, Goodrich W. Line-weaver, and Benton J. Stong, professional staff members.

The CHAIRMAN. The committee will come to order, please.

The hearing before the committee today is on S. 846, sponsored by Senator Anderson and seven other distinguished members of the Interior and Insular Affairs Committee. The measure proposes to establish an Outdoor Recreation Resources Review Commission.

(The bill referred to follows:)

[S. 846, 85th Cong., 1st sess.]

A BILL For the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve and develop for the American people of present and future generations such quality and quantity of outdoor recreation resources as will be necessary and desirable for individual enjoyment, and to assure the spiritual, cultural, and physical benefits that such outdoor recreation provides; in order to inventory and evaluate the outdoor recreation resources and opportunities of the Nation, to determine the types and location of such resources and opportunities which will be required by present and future generations; and in order to make comprehensive information and recommendations leading to these goals available to the President, the Congress, and the individual States and Territories, there is hereby authorized and created a bipartisan Outdoor Recreation Resources Review Commission.

SEC. 2. For the purposes of this Act—

(1) "Commission" shall mean the Outdoor Recreation Resources Review Commission;

(2) "Outdoor recreation resources" shall mean the land and water areas and the products of such areas of the United States, its Territories and possessions which provide opportunities for outdoor recreation, including but not limited to such pursuits as hunting, fishing, camping, hiking, skiing, mountain-climbing, pack-tripping, nature photography, scenic appreciation, boating, canoeing and other water activities, wherever carried out or potentially carried out, including but not limited to such areas as the national forests, the public domain, Indian reservations, wild, wilderness and primitive areas; national parks and monuments; wildlife refuge, habitat and management areas both Federal and State; scenic areas, the marsh and wetlands, coastal beaches, reservoir and such other land and water areas, irrespective of ownership, which presently provide or may in the future provide outdoor recreation opportunities.

(3) "Outdoor recreation resources" shall not mean nor include recreation facilities, programs, and opportunities usually associated with urban development such as playgrounds, stadia, golf courses, city parks, and zoos.

SEC. 3. (a) The Commission hereby authorized and created shall consist of fifteen members appointed as follows:

(1) Two majority and two minority members of the Senate Committee on Interior and Insular Affairs, to be appointed by the President of the Senate;

(2) Two majority and two minority members of the House Committee on Interior and Insular Affairs to be appointed by the Speaker of the House; and

(3) Seven citizens, known to be informed about and concerned with the preservation and development of outdoor recreation resources and opportunities, and experienced in resource conservation planning for multiple resources uses, who shall be appointed by the President, and one of whom shall be designated as chairman by the President.

Vacancies occurring on the Commission shall not affect the authority of the remaining members of the Commission to carry out the functions of the Commission, and shall be filled in the same manner as the original positions.

(b) The Commission members shall serve without compensation, except that each member shall be entitled to reimbursement for actual travel and subsistence expense incurred in the services of the Commission and each member appointed by the President shall be entitled to a per diem allowance not to exceed \$50 per day when actually engaged in Commission business.

(c) The Commission shall convene as soon as practical following appointment of its members, to implement the purposes and objectives of this Act.

SEC. 4. (a) The Commission is authorized, without regard to the civil-service laws and regulations, to appoint and fix the compensation of an executive secretary and such additional personnel as may be necessary to enable it to carry out its functions, except that any Federal employees subject to the civil service laws and regulations who may be assigned to the Commission shall retain civil-service status without interruption or loss of status or privilege.

(b) The Commission shall establish headquarters in the District of Columbia and shall make such other arrangements as are necessary to carry out the purposes of this Act.

(c) The Commission shall request each Federal agency with a direct interest and responsibility in any phase of outdoor recreation to appoint, and each such agency shall appoint, a liaison officer who shall work closely with the Commission and its staff.

SEC. 5. (a) There is hereby established an advisory council which shall consist of the liaison officers appointed under section 4 (c), together with twenty-five additional members appointed by the Commission who shall be representative of the various major geographical areas and citizen interest groups including the following: State game and fish departments, State park departments, State forestry departments, private organizations working in the field of outdoor recreation resources and opportunities, landowners, State water pollution control agencies, State water development agencies, private forestry interests, commercial fishing interests, commercial outdoor recreation interests, industry, education, labor, public utilities, and municipal governments.

(b) The functions of the advisory council shall be to advise and counsel the Commission in the development of ways, means, and procedures whereby maximum cooperation may be obtained from all criteria for evaluating outdoor recreation resources data assembled and otherwise to advise and assist the Commission in carrying out the purposes of the Act.

(c) Members of the advisory council, except those employed by the Federal Government and assigned to the Commission as liaison officers, shall serve without compensation except that each shall be entitled to reimbursement for actual travel and subsistence expenses incurred in attending meetings of the advisory council called by the Chairman of the Commission, or incurred in carrying out duties assigned by the Chairman of the Commission.

(d) The Chairman of the Commission shall call an initial organization meeting of the advisory council, a meeting of such council each six months thereafter, and a final meeting of such council prior to transmitting the final report to the President and the Congress.

SEC. 6. (a) The Commission shall proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly and through the Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups, and others.

(b) The Commission shall compile such data and in the light of the data so compiled and of information available concerning trends in population, leisure, transportation, and other factors shall determine the amount, kind, quality, and location of such outdoor recreation resources and opportunities as will be required by the year 1976 and the year 2000, and shall recommend what policies should best be adopted and what programs be initiated, at each level of government and by private organizations and other citizen groups and interests, to meet such future requirements.

(c) The Commission shall present not later than December 31, 1959, a report of its review, a compilation of its data, and its recommendations on a State by State, region by region, and national basis to the President and to the Congress. Such report, compilation, and recommendations shall be presented in such form as to make them of maximum value to the States and shall include recommendations as to means whereby the review may effectively be kept current in the future. The Commission on request of the President or the Congress shall prepare interim or progress reports on particular phases of its review.

(d) The Commission is authorized to conduct public hearings and otherwise to secure data and expressions of opinion.

(e) The Commission is authorized to make direct grants to the States, from sums appropriate pursuant to section 8, to carry out such aspects of the review as the Commission may determine can best be carried out by the States, under such arrangements and agreements as are determined by the Commission; and may enter into contracts or agreements for studies and surveys with public or private agencies and organizations.

SEC. 7. The Commission, in its inquiries, findings, and recommendations, shall recognize that present and future solutions to problems of outdoor recreation resources and opportunities are responsibilities at all levels of government, from local to Federal, and of individuals and private organizations as well. The Commission shall recognize that lands, water, forest, rangelands, wetlands, wildlife and such other natural resources that serve economic purposes also serve to varying degrees and for varying uses outdoor recreation purposes, and that sound planning of resource utilization for the full future welfare of the Nation must include coordination and integration of all such multiple uses.

SEC. 8. There are hereby authorized to be appropriated such sums as are necessary to carry out the purposes of this Act, which sums shall be available to the Commission until expended but not later than June 30, 1960.

SEC. 9. This Act may be cited as "the Outdoor Recreation Resources Review Act".

The CHAIRMAN. Sponsors will explain the measure in detail, but I want to state my own enthusiastic support of it.

The National Water Resources Policy Commission, headed by Mr. Morris L. Cooke, told us in their report in December 1950, and I quote:

Although recreation programs are carried on by some 16 different Federal agencies, substantial sums of money have been appropriated for recreation by Congress, and recreation benefits have been included in justifying water-control projects, there exists no general statement of policy regarding the extent of Federal interest in this field. * * * There is need for a study of the whole subject of the national interest in and responsibility for providing recreation opportunities, including problems of Federal-State-local relationships, methods of planning, financing, and constructing recreational facilities, and possible modification of enacted legislation. * * *

There are several chapters on recreation, wildlife, and related matters in the water policy report, pertinent to this proposal which I should like to make a part of the record by reference.

No overall survey of Federal responsibility in the recreation field has been made since that recommendation. The need remains for a study. An outdoor recreation resources review commission could do a large part of that work.

A combination of forces are increasing demand on our recreational facilities. Population is growing. Automation and increased productivity of workers in industry are bringing shorter working sched-

ules, longer vacations, and great demands for outdoor recreation facilities. The need for a national policy is pressing and will fast become urgent as demand outruns supply.

Studies which have been made by the Park and Forest Services, necessarily limited, do not at all meet the need for an overall national look at facilities and policy.

I have several letters of endorsement of S. 846 which will be included in the record. They are from the American Forestry Association; Albert E. Hyder, director of the Illinois Department of Conservation; Stanley E. Little of the National Campers and Hikers Association; Roger Neil of the New Mexico Wildlife and Conservation Association; Robert Frenkel, Palo Alto, Calif.; Ralph G. Carpenter, 2d, director, Fish and Game Department, State of New Hampshire.

There is the usual letter of opposition from the Chamber of Commerce of the United States.

Several officials of the State of Utah, including the director of the water and power board, the State land board, the State engineer, director of fish and game department, State department of Agriculture, and the board of forestry and fire control, have joined in a statement enthusiastically endorsing S. 846. Copies of this statement have been given to members of the committee. It will be made a part of the record.

The Department of Agriculture has reported favorably on the bill, suggesting some amendments.

The Department of the Interior has also reported favorably. Their recommendations will be included in the hearing record and we will hear from their spokesmen shortly.

(The information referred to follows:)

DEPARTMENT OF AGRICULTURE,
Washington 25, D. C., May 13, 1957.

HON. JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate.

DEAR SENATOR MURRAY: This is in response to your request of February 5, 1957, for a report on S. 846, a bill for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

This Department recommends that the bill be enacted if amended as suggested below.

This bill would (1) establish a bipartisan Outdoor Recreation Review Commission of four members each from Senate and House Interior Committees appointed by the President of the Senate and the Speaker of the House, respectively, and seven citizens appointed by the President; (2) establish an advisory council to the Commission comprised of liaison officers to be appointed by Federal agencies directly dealing with outdoor recreation and 25 representatives appointed by the Commission representing the States and a variety of specified interest groups; (3) direct Commission to make a nationwide inventory of outdoor recreation resources and opportunities and to report its findings and recommendations to the President and the Congress by December 31, 1959; (4) authorize the Commission to grant funds to cooperating States; (5) authorize appropriations in amounts necessary to carry out the act to be available until expended but not later than June 30, 1960.

We are in agreement with the objectives of the bill. A nationwide survey of the outdoor recreation resources of the country would provide the basis for better recreational planning and development on State, county, private and Federal lands. No such inventory or overall appraisal has ever been made.

The Department believes that, except on Federal lands, the primary responsibility for overall recreational planning should rest with the States. The Department is fully in accord with the provisions of section 5 (a) that a variety of State departments and agencies would be represented on the advisory council to the Commission. We are also in accord with the authorization of section 6 (e) for the Commission to make direct grants of funds to the States to carry out those aspects of the review as may be best carried out under State direction.

There has been a steady and rapid increase in outdoor recreation use on State, county, private and Federal lands during the past 10 years, and reliable indicators point to a continuation of this trend. On the national forests recreation use increased from 18 million visits in 1946 to 45½ million visits in 1955. Our estimates, based on the projected growth of population, gross national product, and other factors, indicate 66 million visits to the national forests by 1962 and 79 million by 1967. These estimates follow the same general trend as predictions of the National Park Service for future recreation use in the national parks.

The Commission would serve a useful correlating function between Federal agencies, the States and local governments, and private organizations. If S. 846 were enacted, the Department of Agriculture would expect to carry out the inventory on the lands it administers and would cooperate fully with the Commission.

It is recommended that the bill be amended in the following respects:

1. The Commission should be authorized to make funds available to the participating Federal agencies to carry out their aspects of the review in the same manner as the bill proposes to authorize financial assistance to the States.

2. Since the Secretary of Interior and the Secretary of Agriculture are responsible for the administration of most Federal land devoted to recreational use, it is believed that they should be included in the membership of the Commission. The Secretary of Health, Education, and Welfare should also be included in the membership of the Commission.

3. It is believed that the Senate Committee on Agriculture and Forestry and the House Committee on Agriculture should be represented on the Commission.

The above recommendations may be accomplished by the following amendments:

Page 8, line 2, add the following sentence:

"The Commission is also authorized to reimburse Federal agencies, for the expenses of liaison officers appointed under section 4 (c) and other cooperation."

Page 3, change lines 7 to 14 to read as follows:

"SEC. 3 (a). The Commission hereby authorized and created shall consist of eighteen members appointed as follows:

"(1) One majority and one minority member of the Senate Committee on Interior and Insular Affairs and one majority and one minority member of the Senate Committee on Agriculture and Forestry, to be appointed by the President of the Senate;

"(2) One majority and one minority member of the House Committee on Interior and Insular Affairs, and one majority and one minority member of the House Committee on Agriculture, to be appointed by the Speaker of the House; and

"(3) The Secretary of the Interior, the Secretary of Agriculture, and the Secretary of Health, Education, and Welfare."

Page 3, line 15, change (3) to (4).

There appears to be a typographical omission on page 5, line 19. Between the words "all" and "criteria" the following phrase appears to have been omitted: "agencies and groups whose assistance in accomplishing the purpose of the Act will be required; in arriving at sound methods and." Such a phrase appears in H. R. 3594 and other comparable House bills.

The Bureau of the Budget advises that there is no objection to the submission of this report.

Sincerely yours,

E. T. BENSON, *Secretary.*

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington 25, D. C., May 13, 1957.

Hon. JAMES E. MURRAY,
*Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington 25, D. C.*

DEAR SENATOR MURRAY: Your committee has requested a report on S. 846, for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

We favor the enactment of this proposed legislation.

This proposed legislation would establish a Commission for the purpose of preserving and developing for the American people of present and future generations such quality and quantity of outdoor recreation resources as will be necessary and desirable for individual enjoyment, and to assure the spiritual, cultural, and physical benefits that such outdoor recreation provides. The Commission would consist of 15 members, as provided by section 3 of the bill.

An advisory council would be established also, consisting of liaison officers representing individual Federal agencies having a direct interest and responsibility in outdoor recreation, as well as 25 additional members from various major geographical areas and citizen interest groups. The functions of the advisory council would be to advise and counsel the Commission in the development of ways, means, and procedures whereby maximum cooperation may be obtained from all criteria for evaluating outdoor recreation resources data assembled, and otherwise to advise and assist the Commission in carrying out the purposes of the act.

The functions and responsibilities of the Commission are set forth in section 6 of the bill. Subsection (a) of section 6 would require the Commission to proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly and through Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups, and others.

Subsection (b) of section 6, in our opinion, contains provisions that, if carried out effectively, should prove to be of great public benefit in the future. This subsection would require the Commission to compile the data prescribed by subsection (a) and, in the light of such data and of the information available concerning trends in population, leisure, transportation, and other factors, to determine the amount, kind, quality, and location of such outdoor recreation resources and opportunities as will be required by the year 1976 and the year 2000. The Commission would be required, pursuant to this subsection also, to recommend what policies should best be adopted and what programs should be initiated at each level of Government, and by private organizations and other citizen groups and interests, in order to meet future requirements.

Subsection (c) of section 6 of the bill would require the Commission to present its report to the President and to the Congress not later than December 31, 1959. Such report would contain a compilation of data to the assembled by the Commission as well as the Commission's recommendations on a State by State, region by region, and national basis. These data and recommendations would be presented in such form as to make them of maximum value to the States and would include recommendations whereby the review may effectively be kept current in the future.

We believe this proposal is commendable in that it sets forth a definite objective with clear-cut responsibilities for the Commission to follow. Establishment of this Commission, as set forth in this proposed legislation, will complement and assist the efforts of this Department in the outdoor recreation field. As the Federal Department charged with the responsibility for administration of the National Park System, as well as various other types of Federal reservations and properties that serve the general public for recreation purposes, we are very much interested in a review program of this type. As many of our public-spirited conservation organizations have expressed themselves, we should know clearly where we are going in this field of outdoor recreation as well as in the fields of business and industry. We believe the establishment of this Commission should promote that objective.

We believe the objectives of this proposal are particularly commendable with regard to those forms of public recreation that involve actual public use of

recreation resources. In recent years, however, there has developed more and more an appreciation of the natural and scenic beauty, and the wilderness areas that are a part of our national heritage. We suggest, therefore, that recognition of this phase of outdoor recreation and appreciation be set forth with more emphasis in the bill. We suggest an amendment hereafter for this purpose.

This Department has been aware for some time of the need for a well rounded survey of all of the Nation's outdoor recreation resources. Our national park "mission 66" program reflects our concern regarding these matters. With the tremendous growth in our Nation's economy, population, and with increased leisure time available to our people, the need for this type of review is apparent. Such a review is necessary in order to obtain all of the essential facts needed to plan wisely for the future welfare and benefit of our citizens.

Such a survey is desirable to assure that important recreation areas and values are preserved, whether such areas and values are so-called wilderness areas or whether they are local park areas. A survey of this type, if it is to be of lasting value, in our opinion, should be conducted objectively and without preconceived ideas regarding the outcome thereof. We shall cooperate fully in this undertaking in the event that it is authorized by the Congress.

This Department is prepared to assist the proposed Commission in its study because of activities that we have undertaken through one of our agencies, the National Park Service. Pursuant to the act of June 23, 1936 (49 Stat. 1894), we have made studies in cooperation with the States and other Federal agencies, of outdoor recreation areas and opportunities for the people of the United States. Under the authority contained in the act of 1936, we have rendered a considerable amount of advisory assistance to the various States at their request. We plan to continue our activities in this field pursuant to the act of 1936, and our "mission 66" program. We believe these activities will be of assistance to the independent Commission that would be authorized by this proposed legislation.

Similarly, we believe the final report of the Commission should assist this Department in carrying out its functions more efficiently and in providing for future needs of our people. In this connection, it should be noted that this Department has long been charged by statute with basic responsibility in the field of recreational management. Our responsibility for management of some 180 areas of the National Park system is one important phase of our activity in this field. We administer also certain other areas, such as the national wildlife refuges, that are of much recreational significance. We administer also the recreational facilities at some 140 reservoirs. Certain of these reservoir facilities are operated by State and local interests in accordance with cooperative agreements and we find this procedure to be effective and in the public interest.

In the circumstances, we believe that clear-cut responsibilities in the recreation field are in the public interest and will be promoted by this proposed Commission. Unnecessary duplication or overlapping of such responsibilities, as between Federal agencies, should be avoided. This Department is prepared, through the National Park Service, to be of even greater public service in this field in the future than in the past.

Furthermore, we believe that the program to be recommended by the Commission could be fully implemented under existing authority by the National Park Service pursuant to the 1936 act which authorizes the National Park Service to prepare a plan or plans in cooperation with the States to meet recreation demands at both Federal and State levels. The National Park Service would be prepared to carry out the program this Commission would have the duty to recommend.

Based upon experience gained in several basinwide and regional recreation studies, we believe that a survey of the magnitude contemplated may require as long as 4 years in order to be prepared adequately and to be sufficiently detailed for effective future use. An important service that we believe could well be performed by the Commission and which we believe should be a prescribed duty of the Commission would be to make a review concerning the adequacy of fees and charges that are currently made in connection with outdoor recreation activities. In view of the demands that are currently being made for such public outdoor recreation facilities which will certainly increase in the future, it would be very desirable for the Commission to consider carefully the matter of means and methods of raising funds, charges to be provided, etc., in order that these activities may be properly financed and carried forward in the public interest in the future.

For reasons heretofore stated, we suggest the following amendments to the bill:

(1) Page 7, lines 6 and 7, strike out "December 31, 1959" and insert in lieu thereof "4 years following the approval of this Act".

(2) Add an additional subsection to section 6, as follows :

"(f) the Commission shall make a survey and obtain data concerning fees and charges that are levied by Federal, State, and other agencies relating to the use of outdoor recreation areas and facilities. The report of the Commission shall contain information concerning the methods whereby the necessary finances may be provided for operation of outdoor recreation facilities as well as the recommendations of the Commission concerning future methods that should be adopted to carry forward effectively and to provide the facilities and services that are required in the administration of outdoor recreation facilities."

(3) Amend the title of the bill to read "For the establishment of a National Outdoor Recreation Resources Review Commission to study the public use, appreciation, benefits, and need for outdoor recreation resources, and to make recommendations for the preservation or development of such resources including the preservation of wilderness values of the public and other land and water areas of the United States, and for other purposes."

The Bureau of the Budget has advised us that there is no objection to the submission of this report to your committee.

Sincerely yours,

HATFIELD CHILSON,
Acting Secretary of the Interior.

STATE OF UTAH,
Salt Lake City, Utah, May 9, 1957.

HON. JAMES E. MURRAY,
*Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.*

DEAR SIR: Please be advised that a special committee representing the agencies of the State of Utah concerned with land, water, forests, and outdoor recreation, met at the State Capitol in Salt Lake City on May 7, 1957, and discussed the proposed Outdoor Recreation Resources Review Act.

The committee recognizes the need for sound planning in the development of our natural resources.

The State of Utah, with its vast areas of great scenic values, would gain much from a study of future needs and potentials.

It is recommended that legislation recognize the desirability of a well balanced, multiple use of our public lands.

It is urged that the legislation be carefully studied to assure that the Western States will be well represented on the Commission by men qualified in the fields of land management and outdoor recreation.

We urge the passage of the Outdoor Recreation Resources Review Act, and offer the above recommendations to preserve what we think to be the desirable purpose of this legislation.

Respectfully yours,

Jay R. Bingham, director, Utah Water and Power Board; Thomas W. Jensen, secretary-manager, Utah Water Users Association; Lee E. Young, Director, Utah State Land Board; A. G. Nord, Commissioner, Utah State Land Board; Wayne D. Criddle, Utah State Engineer; L. H. Olander, President, Utah Wildlife Federation; J. Perry Egan, Director, Utah State Department of Fish and Game; Jay Udy, Federal Aid Coordinator, Utah State Department of Fish and Game; Aldeu K. Barton, Commissioner, Utah State Department of Agriculture; William J. Hart, Deputy State Forester, Utah State Board of Forestry and Fire Control.

THE AMERICAN FORESTRY ASSOCIATION,
Washington, D. C., April 12, 1957.

Senator JAMES E. MURRAY,
*Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.*

DEAR SENATOR MURRAY: Your thoughtfulness in inviting the American Forestry Association to present a statement regarding S. 846, by Senator Clinton Anderson and others, to establish a National Outdoor Recreation Review Commission, is appreciated greatly.

On February 27, 1957, we advised you of the February 15, 1957, action of our board of directors in endorsing this bill. Please make this action a part of your record of the hearings.

Very truly yours,

FRED E. HORNADAY,
Executive Vice President.

STATE OF ILLINOIS,
DEPARTMENT OF CONSERVATION,
Springfield, April 15, 1957.

HON. JAMES E. MURRAY,

*Chairman of the Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.*

DEAR SENATOR MURRAY: It has been called to the attention of this department that Senate bill 846—Outdoor Recreation Resources Review—is scheduled for hearing at 10 a. m., May 15.

While it will not be possible for our department to be represented, I should like to take this opportunity to indicate our endorsement of the measure.

Sincerely yours,

GLEN D. PALMER, *Director.*

GAME AND FISH COMMISSION,
Nashville, Tenn., April 24, 1957.

Memorandum.

To: All members United States Senate Committee on Interior and Insular Affairs;
all members, United States House Committee on Interior and Insular Affairs
From: Tennessee Game and Fish Commission
Subject: Creation of New National Outdoor Recreation Resources Commission

The Tennessee State Game and Fish Commission hopes Senate and House Committees on Interior and Insular Affairs can report favorably in forthcoming hearings upon proposed legislation to create a new National Outdoor Recreation Resources Review Commission, as outlined in S. 846 and H. R. 3592, H. R. 3593, H. R. 3594, H. R. 3595, H. R. 3596, H. R. 4819, and H. R. 4822.

With an expanding population enjoying more leisure time, improved modes of transportation and higher standards of living, the use of outdoor recreational areas is growing day by day. Because of inroads made upon rural areas by an expanding population requiring more space for residential areas, airports, super-highways, industrial locations, etc., the wisest possible use must be made of potential and existing recreational areas.

The foregoing is a brief outline of a situation, with attendant problems, which requires review and coordination in a manner as proposed by the aforementioned acts.

If such a Review Commission is established, the Tennessee Game and Fish Commission pledges in advance its cooperation to the fullest possible extent.

ALBERT E. HYDER, *Director.*

STATE OF NEW HAMPSHIRE,
FISH AND GAME DEPARTMENT,
Concord, May 7, 1957.

Senator JAMES E. MURRAY,

*Chairman, Committee on Interior and Insular Affairs,
Senate Office Building, White House,
Washington, D. C.*

DEAR SENATOR MURRAY: Those of us who are interested in conservation feel that Senate bill 846 has great deal of merit.

The increasingly important role that the recreation industry is playing in our everyday lives has been very obvious in our New England States in the past few years. It is for this reason that we hope after having studied this bill that you will be inclined to support it.

Sincerely yours,

RALPH G. CARPENTER 2d, *Director.*

NATIONAL CAMPERS & HIKERS ASSOCIATION,
Newark, N. J., April 27, 1957.

Senator JAMES E. MURRAY,
*Chairman, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.*

DEAR SENATOR MURRAY: We will be unable to appear in person when your committee holds hearings on S. 846, and would like to have our letter read into the record of these hearings.

Our organization, the National Campers and Hikers Association, feels this bill (S. 846) should be passed and become a reality. The importance of the establishment of this Commission is pointed up by the tremendous growth of the recreational outdoor activities. As evidence, may we bring to your attention the Government's Mission 66 and Operation Outdoors which were intended to provide for the next 10- and 5-year period.

While these programs are only in their infancy, they have already proven inadequate and will have to be revised to accommodate the millions of users of our parks and forests. The States also have had in some cases a 250 percent increase in the use of their present (camping) facilities. This trend is found to be true in most of the 48 States. (As for our association, we would like to see this carried one step further in planning by the States, and scenic roadside areas be established in every State for the traveler, where he may, if he wishes, spend a night.)

The evidence is before you, and we hope this Commission will come into being, to insure the proper planning in the use of our resources. We are naturally most interested in camping, but of course this is so closely related to all outdoor activity that we cannot separate them.

If the trend for outdoor recreation continues at the present rate, the establishment of the Commission is a must. We cannot afford haphazard planning in anything so vital to our Nation's recreation.

Respectfully,

STANLEY E. LITTLE,
Executive Director.

NEW MEXICO WILDLIFE AND CONSERVATION ASSOCIATION, INC.,
Albuquerque, N. Mex., May 2, 1957.

HON. JAMES E. MURRAY,
*Chairman, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.*

DEAR SENATOR MURRAY: We wish to take this opportunity to inform you that our association, as representative of the sportsmen of New Mexico, is strongly in favor of Senate bill 846 which would establish the National Outdoor Recreation Resources Review Commission. We are informed the bill is in your committee for consideration.

Outdoor recreation, particularly in the form of hunting and fishing, has developed so fast we feel the time has come to reevaluate the resources and the recreational facilities and opportunities for the American people.

However, in supporting this legislation our association feels that it must not be considered a substitute for action programs and special legislation needed now for the protection and preservation of critical wetlands, for improvement of wildlife habitat in the national forests, and for protection of wildlife refuges and wilderness areas.

We urge favorable action on S. 846 by your committee.

Sincerely,

ROGER NEILL, *Executive Secretary.*

Senator JAMES E. MURRAY,
*Chairman, Senate Committee on Interior and Insular Affairs
Senate Office Building, Washington, D. C.*

DEAR SENATOR MURRAY: I want to urge your committee to act favorably on Senate bill 846, the national outdoor recreation resource review.

With the increasing population, the push for use of our raw materials has resulted in careful long range planning. Practically all of our day-to-day resources, with the singular exception of our scenic and recreation re-

PALO ALTO, CALIF., May 9, 1957.

sources, receive this type of consideration. Though perhaps less obvious in economic worth, our scenic resource provides our people with sorely needed spiritual, mental and physical inspiration. Our parks and forests help create a healthy people. There still are many areas in this nation which, although not under existing governmental protection are valuable scenic and recreational raw materials. Where are these areas? How much more land dedicated to recreation will we need 50 years from now? What about 51 years? Which highly valuable unprotected areas deserve to be considered for recreational and scenic use? These questions and others loom large in the face of our burgeoning population. Conflicts over land use arise daily. It would be foolish to squander the nation's fund of wilderness for lack of an adequate plan. The outdoor recreation resource review will certainly help place the total development of our country's resources on a firm footing.

In addition to the proposed review, so as to prevent an obvious precipitated squandering of these resources, a provision that will prevent hasty development until the review is completed is badly needed. I urge you to support such a "hold action" provision.

Sincerely yours,

ROBERT FRENKEL.

CHAMBER OF COMMERCE OF THE UNITED STATES,
Washington, D. C., May 7, 1957.

Hon. JAMES E. MURRAY.

*Chairman, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D. C.*

DEAR SENATOR MURRAY: The Chamber of Commerce of the United States believes that S. 846 would involve an unnecessary duplication of governmental functions and expense and therefore is not necessary.

This bill would establish a National Outdoor Recreation Resources Review Commission to study and inventory the outdoor recreation resources and opportunities of the public lands and other land and water areas of the United States.

The Chamber of Commerce of the United States recognizes the importance of the recreational use of rural lands and the need for making long-range plans for the development and maintenance of recreational facilities.

But Congress has already delegated to the Secretary of the Interior the authority to make just such a study and inventory in the Park, Parkway and Recreational Area Act of 1936 (49 Stat. 1894). The National Park Service made a preliminary study and report in 1941 and has inaugurated a new study and inventory under the "Mission 66" program. The Fish and Wildlife Service and the Forest Service (under instructions from Secretary of Agriculture Benson) are cooperating in this work.

The National Chamber, therefore, recommends that your committee do not approve S. 846.

I would appreciate it if you would make this letter a part of the record of the hearing on S. 846.

Cordially yours,

CLARENCE R. MILES.

The CHAIRMAN. I now recognize Senator Anderson, the distinguished author of S. 846.

Senator ANDERSON. Did you put in the record the reports of Interior and Agriculture?

The CHAIRMAN. Yes.

STATEMENT OF HON. CLINTON P. ANDERSON, UNITED STATES SENATOR FROM THE STATE OF NEW MEXICO

Senator ANDERSON. This morning this committee is considering S. 846, a bill for the establishment of a National Outdoor Recreation Resources Review Commission. The primary purpose of this Commission will be to conduct a nationwide survey of the outdoor recreation resources of our country. This would provide a sound inventory or basis from which the maximum could be derived in planning for

the future recreational use of our Federal, State, and private lands.

I believe this bill as important as any measure of this type that has come before Congress for some time. In a very real sense, this is a defense measure. In the face of a steady increase in public demand and a deterioration of many recreation areas, we must act now to defend, preserve, and develop our national recreation resources. The growth of our cities, highways, and industry has continued to encroach upon our valuable heritage of the outdoors—a heritage which is our duty to preserve and foster for future generations.

In recent years due to shorter work periods, resulting in more leisure time, there has been a tremendous increase in recreation demand. Unfortunately, along with this we have seen a decrease in the available and necessary recreational resources to meet this increase. Reports from our National Forest and Park Services reveal there is every indication that this trend will continue. By coordinating information from existing Government agencies on the Federal, State, and local levels, and by working closely with conservation service organizations, the Commission to be established by this bill can become a key factor in meeting this challenge to our faltering resources.

Cooperatively, through the work of the Commission, we shall gain an understanding of the problem of our outdoor resources. Our goal is to set up the machinery through which all segments of our Nation may work effectively to make outdoor recreation secure for the future. I am happy that this committee will be able to help accomplish this worthwhile goal.

Much credit is due the Izaak Walton League of America, and especially to that fine organization's conservation director, Mr. Joseph Penfold. Joe Penfold worked long and hard, as did many other conservationists, to bring about this hearing today. I might add that this bill has received an overwhelming response from the public urging its passage.

The CHAIRMAN. The first witness this morning is Mr. Ben H. Thompson, of the Division of Recreation Resource Planning, National Park Service, representing Mr. Conrad Wirth, Director of the National Park Service, who has been called to the White House for a conference and is unable to be here. Mr. Thompson is accompanied by Mr. Frank E. Harrison, special assistant to Mr. Wirth, and Mr. Daniel H. Janzen, Director of the Bureau of Sport Fisheries in the United States Fish and Wildlife Service. Mr. Thompson.

**STATEMENT OF BEN H. THOMPSON, DIVISION OF RECREATION
RESOURCE PLANNING, NATIONAL PARK SERVICE; ACCOMPANIED
BY FRANK E. HARRISON, SPECIAL ASSISTANT TO DIRECTOR OF
THE NATIONAL PARK SERVICE**

Mr. THOMPSON. Mr. Harrison is here. Mr. Janzen is not here. I believe he is represented by Mr. James McBromm, of the Fish and Wildlife Service.

Mr. Chairman, Senator Anderson, ladies and gentlemen. I have Mr. Wirth's fairly brief statement here which he had hoped to present to the committee.

The CHAIRMAN. It will be carried in the record as if delivered at this point.

Mr. THOMPSON. I am in complete agreement with the objective of the bill being considered by the committee, to provide for a comprehensive nationwide survey of the outdoor recreation resources of the United States. From the beginning of our Mission 66 program, with which all members of this committee are familiar, we have recognized the need for such a survey and have included nationwide recreation resource planning as an essential part of the Mission 66 program. It is very gratifying therefore to see the widespread interest in a survey such as would be authorized by these bills. I want to say here and now whatever the decision of the Congress may be as to how the survey shall be conducted, the National Park Service will want to cooperate fully and assist it in every way possible.

As evidence of our sympathy with the objectives of the bill, I should like to mention the study we have recently concluded, with donated funds, of the Atlantic and gulf coasts of the United States to determine the best remaining opportunities to preserve outstanding samples of the seashore for public use and enjoyment.

I have brought copies of the seashore report for inspection by the members of the committee at their leisure.

Senator ANDERSON. We will just put in the record the fact that Mr. Wirth has submitted a pamphlet entitled, "Our Vanishing Seashore," and a publication called A Report on the Sea Shore Recreation Area Survey of the Atlantic and Gulf Coasts, which will not be carried in the record, but will be put in the files of the committee and be available to anyone interested in seeing them. Thank you very much for bringing them to us.

Mr. THOMPSON. I believe that all Members of the Congress have received copies of the report of that survey and are aware of its conclusion, namely, that it is most urgent that the best remaining areas be acquired in the near future if they are to be preserved in their unspoiled natural condition.

We are now getting under way comparable surveys of the Great Lake shores and of the Pacific coast, which studies are also made possible by donated funds.

These and other special studies have been made, as funds and opportunities have been provided, in the interest of meeting some of the most urgent recreation resource conservation problems. These are emergency studies to help meet emergency situations. As such, they can result in tremendous public benefits.

Without detracting in the least from the value of these special studies, however, I want to emphasize again that I am in complete sympathy with the comprehensive survey approach being considered by this committee. This is, in my opinion, in the tradition of the nationwide cooperative survey authorized by the act of June 23, 1936 (49 Stat. 1894), which authorized and directed the Secretary of the Interior—

to make a comprehensive study, other than on lands under the jurisdiction of the Department of Agriculture, of the public park, parkway, and recreational area programs of the United States, and of the several States and political subdivisions thereof, and of the lands throughout the United States which are or may be chiefly valuable as such areas.

The act also stipulated that the survey should provide data helpful in developing a plan for coordinated and adequate public park, park-

way, and recreational area facilities for the people of the Nation, and it authorized and directed the Secretary to seek and accept the cooperation and assistance of Federal and State agencies and of the political subdivisions of the States.

This comprehensive approach, which I believe is traditional with the Congress, is also exemplified in the Historic Sites Act of August 21, 1935 (49 Stat. 666) which declared that it is a national policy to preserve for public use historic sites, buildings, and objects of national significance for the inspiration and benefit of the people of the United States and authorized the Secretary of the Interior to conduct a nationwide survey of such historic and archeologic sites, buildings, and objects.

Significant outdoor recreation resource planning progress was made, in my opinion, prior to World War II but such planning, of course, had to be suspended during the war and for some time thereafter. As examples of the more comprehensive planning reports, I mention the report entitled *Recreational Use of Land in the United States* prepared by the National Park Service for the Land Planning Committee of the National Resources Board, published in 1938. This was followed by the report entitled "A Study of the Park and Recreation Problem of the United States," published in 1941 and based largely on park and recreation area plans made in cooperation with the States under the 1936 act. During the war a more limited survey was made of the recreational resources of the Colorado River Basin, which was concerned largely with the estimated effect of proposed water control projects of the recreation resources of scenic, scientific, and historic interest in the Basin.

Following the war, the Service has participated almost continuously in river basin surveys, carrying major responsibility for the recreation phases of large basin wide and regional studies such as the surveys of the Arkansas-White-Red River Basins, the New England-New York Region, the Missouri River Basin, the Columbia River Basin and others.

I have a copy here of the recreation section of the AWR survey report.

The Service also carried a major responsibility for the survey and report on the Conservation and Development of Outdoor Recreation Resources, which was prepared in 1950 by the Federal Inter-Agency Committee on Recreation, for submission to the President's Water Resources Policy Commission.

To save the time of the committee I should like at this point in my testimony to file a statement with the committee on studies on outdoor recreation resource planning studies we have made under the authority of the 1936 act, indicating the kind and extent of planning data available as source material for the proposed outdoor recreation resource review.

Senator ANDERSON. That statement will be received and filed with the committee and made a part of this record.

Mr. THOMPSON. Thank you.

(The document was filed with the committee.)

Mr. THOMPSON. The service is now formulating plans and procedures for the nationwide outdoor recreation resource planning and historic sites survey which we expect to initiate in the 1958 fiscal year as a part of our Mission 66 program. We shall be happy to make

these and any other data in our possession available to the Commission that would be authorized by enactment of the bill now before this committee.

Based upon experience gained in several basinwide and regional recreation studies, we believe that a survey of the magnitude contemplated may require as long as 4 years in order to be prepared adequately and to be sufficiently detailed for effective future use. An important service that we believe could well be performed by the Commission and which we believe should be a prescribed duty of the Commission would be to make a review concerning the adequacy of fees and charges that are currently made in connection with outdoor recreation activities. In view of the demands that are currently being made for such public outdoor recreation facilities which will certainly increase in the future, it would be very desirable for the Commission to consider carefully the matter of means and methods of raising funds, charges to be provided, etc., in order that these activities may be properly financed and carried forward in the public interest in the future.

Senator ANDERSON. Do I understand that you believe the present bill gives sufficient authority for that to be done by the Commission, if established?

Mr. THOMPSON. I believe the present bill is broad enough so that such a Commission could give study to that.

Senator ANDERSON. You want to be very sure with your report, however, if the bill was reported out, that it would put some emphasis on that.

Mr. THOMPSON. We wanted to make the recommendation at the appropriate time. We thought this was it. That such study be a part of the survey.

Senator ANDERSON. I hope whoever prepares the report will stress that to some degree, that the Commission will have some authority. If it does not have the authority in the present language of the act, we will put something in there so they may make a study of how well these facilities are made available to the public, and whether they are barred by some of the restrictions and prices that are put upon them.

Mr. THOMPSON. For these reasons, we suggest the following amendments to the bill:

(1) Page 7, lines 6 and 7, strike out "December 31, 1959" and insert in lieu thereof "4 years following the approval of this act."

(2) Add an additional subsection in Section 6, as follows:

(f) The Commission shall make a survey and obtain data concerning fees and charges that are levied by Federal, State, and other agencies relating to the use of outdoor recreation areas and facilities. The report of the Commission shall contain information concerning the methods whereby the necessary finances may be provided for operation of outdoor recreation facilities as well as the recommendations of the Commission concerning future methods that should be adopted to carry forward effectively and to provide the facilities and services that are required in the administration of outdoor recreation facilities.

Senator ANDERSON. That is the language to which you referred earlier.

Mr. THOMPSON. Yes; I think that would make the point clear, if adopted.

(3) Amend the title of the bill to read:

For the establishment of a national outdoor recreation resources review commission to study the public use, appreciation, benefits, and need for outdoor recreation resources, and to make recommendations for the preservation or develop-

ment of such resources including the preservation of wilderness values of the public and other land and water areas of the United States, and for other purposes.

That is Mr. Wirth's statement, to which was attached a list of surveys and studies that have been made under the 1936 act.

Senator ANDERSON. That amendment to the title seems to require quite a little broadening of the purpose, does it not. You have put in there instead of making an outdoor resources review and study what the resources are and whether they need to be added to, you want to study how they are going to be used. To study the public use, appropriation, benefits, and need for outdoor recreation resources and make recommendation for the preservation and development of such resources, including the preservation of wilderness values. It goes a little bit further than this.

Mr. THOMPSON. We believe that if the title were broadened this way, it would be perfectly clear that the survey was to cover all of what we consider to be the related elements in formulating an outdoor recreation resource plan.

Senator ANDERSON. I can understand how you want to keep it broad. I can remember—I hate to tell you exactly how many years ago—very early in the 1920's I was part of a group to try to find a new Boy Scout camp location, and the whole mountain area of New Mexico was available. You could take all the land you wanted. It was all available. That is mostly all gone now. There are houses over there. The site we finally picked out and the water we thought was there has long since been appropriated, and so forth. I am very anxious to try to make sure that as the population increases and leisure-time increases there are places for people to go. That is what I had very firmly in mind.

The subject of wilderness areas is desirable. As you know, I am extremely interested in at least one wilderness area in my State, but I would hate to get this complicated by a study of whether we ought not to have wilderness areas, and if so, how they should be managed. In other words, the change in the title in your opinion does not change too much the text of the bill itself. It merely makes clear that all these factors shall be brought into consideration.

Mr. THOMPSON. I think that is a fair statement of it. If I may make the statement, in our view a comprehensive survey of outdoor recreation resources would certainly include the question of wilderness preservation. We thought if that were mentioned in the title, it would be clear what the concept of the bill is.

Senator ANDERSON. Senator Neuberger.

Senator NEUBERGER. I have a few questions, Mr. Chairman, if I may.

With respect to your recommended changes in the legislation introduced by Senator Anderson and others, I would like to make some inquiries. To begin with, you propose an amendment that this report should recommend the necessary finances to provide for these outdoor recreation facilities.

I wonder if that is not intruding into the whole question of outdoor recreation a factor which has never been there. I am a relatively new Member of the Senate, but it has been my understanding in the past, Mr. Thompson, that it has been presumed that outdoor recreation would be largely supported by appropriations from the Treasury of the United States. If I am not mistaken further, that is the policy

with respect to nearly all Government undertakings. There are only a few which depart from that.

For example, the Post Office Department collects revenues, although not sufficient to support all the operation and maintenance of the Post Office Department.

I just wonder if you are not complicating all recreational undertakings for the future by making the suggestion that these should be self-financed? In other words, if we are not then going to have people who are either indifferent to outdoor recreation or opposed to general support of it from the Treasury of the United States, saying that sufficient fees should be charged to go into national forests or that the park fees shall be so raised as to support all of this recreation.

I have also felt that outdoor recreation, whether it is in a forest or a park or a wildlife refuge or any other Federal lands, where recreation is appropriate, was a proper governmental responsibility to be financed out of the Treasury of the United States. There are all kinds of things financed out of the Treasury of the United States, many of them that actually support private individuals of one kind or another, such as payments to farmers and payments to businesses and benefits for airlines and railroads and so on. It has not been suggested that any report made by the Interstate Commerce Commission or the FCC shall require that radio and TV licenses shall provide finances for the operation of those bodies. Why do you propose from the Park Service that this study must undertake ways of financing future outdoor recreation facilities in the United States? It seems to me you are burdening all these people with something that has not yet previously been intruded into this entire picture.

MR. THOMPSON. I would like to amplify what I said on that in this way. Except in very rare cases—Carlsbad Caverns being one of them—parks are not self-supporting. We did not mean to imply by this that appropriations were not fundamental and an essential part of the support of the outdoor recreation resource programs. But there is great variation in the manner of financing of parks and other outdoor recreation areas throughout the country. There is variation among the States in how they finance their State park systems. There is variation in the Federal lands in that certain charges must be made in accordance with the requirements of the budget committees and the Bureau of the Budget for services and even for entrance into the national parks.

So far as we can see, there is not a consistent policy or practice in that regard across the board.

The question is already on us, and has been with us for a good many years, as to how the recreation shall be financed. I share your view as we do about the need for more adequate appropriations for recreation. Nonetheless we are convinced that the whole question of how public recreation is to be financed should be looked into and recommendations should be formulated.

SENATOR NEUBERGER. I am not very good at predictions, but there is a philosophy under way, promoted largely by the Hoover Commission, which in their own language is sort of like this. Those who are beneficiaries of Government programs should pay for them. We see that in their proposals about user charges on boats and canals and so on. I believe if you intrude this legislation into Senator Anderson's bill—and Senator Anderson is a much better authority on this

than I am, because it is his own bill— you are going to get the same thing thrust at the people who participate in outdoor recreation. It is a philosophy that I do not agree with because you can apply it to school children. Only people who have children of school age shall pay school taxes, and only people who have a fire in their house shall pay for the fire department. I do not see why you intrude it in this situation.

There has never been a feeling in the United States that people who use a trail in the national forests or in the national parks where they pay a nominal fee for entrance shall finance that park or picnic grounds. I think you will be loading on the people who hunt or fish or ski or whatever on our public lands the future responsibility of claiming to the Government, or demonstrating to the Government, why they should not have to self-finance that bit of recreation.

My personal opinion is that outdoor recreation is so important that it ought to be a responsibility of the Treasury of the United States into which everybody contributes in greater or lesser degree, depending upon his income and the way he earns that income, be it through a corporation or individual efforts.

That is my own opinion. I may be totally wrong on that, but I cannot see why you intrude it.

MR. THOMPSON. Because there are different practices followed now.

SENATOR NEUBERGER. But none of them seeks to finance these outdoor recreational activities in any degree, isn't that correct?

MR. THOMPSON. Some of them do. Especially in some of the State park programs, they have to be on a self-supporting basis. They are reduced to a variety of charges and the selling of souvenirs and other knickknacks that are not related to the areas in order to get by. In fact, the financing is one of the most critical problems of the park and recreation agencies.

I think under the amendment we have suggested it would be perfectly possible for the Commission to come up with a recommendation that all such programs should be supported through appropriations. We have not tried to specify in here what their conclusion would be, but simply that studies should be made in order that a consistent approach on the financing could be recommended.

SENATOR ANDERSON. That is what I read into it, Senator. I am just as interested as you are in the point you raised. It is a very good point. Certainly we do not charge the people that walk through the city park for that privilege and make them detour if they do not want to pay for it. The parks are the lungs of the cities and you allow people to go in there and breathe if they want to. We do the same thing with the outdoors, I hope. But by the same token, we do have permit uses for camping in the national parks. As he delicately suggested, Carlsbad Caverns in my State, which was given to the Federal Government, has become its best breadwinner and supports a good share of the rest of the park system. We think it is a little bit too heavy, but we have no control over that.

MR. THOMPSON. I would like to say that I am sure all of us in the Service would be very happy if we did not have to collect these fees.

SENATOR ANDERSON. Do we understand now that what you are suggesting is that the Commission merely take a look at what the program should be, and it is not trying to suggest that these things have to be put on a pay-as-you-go basis?

Mr. THOMPSON. No.

Senator ANDERSON. I think it is very important to get that in the record, because the last thing we want is to say to the people of this country that if they drive through our national forests or our national parks that they have to have a meter there and pay so much money as they look at a tree and say to their children that they must visit the parks on a quota basis. That is the last thing you want, I am sure, and it is the last thing I want. I am glad Senator Neuberger has that in the record, that the suggestion is not designed to meter these services and make everybody try to sustain them but to find some way of making sure that they will exist and be taken care of by appropriation or otherwise.

Senator NEUBERGER. Just one other question, Mr. Chairman. Senator Anderson explored this matter, and I will not be long about it. Senator Anderson asked you about the suggestion that the title be amended to add "including the preservation of wilderness values," et cetera. The way I feel about it is this: There is a general recreation bill introduced by Senator Anderson, which it seems to me is all-inclusive. There is another bill introduced by Senator Humphrey and others of us that specifically relates to wilderness areas in the national forests and national parks and elsewhere. One is a study bill that seeks to inventory all of these responsibilities, while the wilderness bill seeks to implement through legislative authority the protection of these wilderness areas that have been in existence for nearly half a century.

I wonder why you want to add "including the preservation of wilderness values" to this particular bill which in my opinion almost narrows it. Why do you not also go on and add including the preservation of winter sports areas, including the preservation of rivers, including the preservation of wildlife, including the preservation of big game, including the preservation of fisheries and waterfowl? All these things are part of the Anderson bill. Why do you seek to put in these other matters?

Mr. THOMPSON. Senator Neuberger, I think I could best answer that by reading a short paragraph from the Department's report on the bill, which refers to the very point you have raised, and also to point out that there is quite a listing of what constitutes outdoor recreation resources on page 2 of the bill. The statement in the Department's report was to emphasize the matter of wilderness preservation as much as anything. It is as follows:

We believe the objectives of this proposal are particularly commendable with regard to those forms of public recreation that involve actual public use of recreation resources. In recent years, however, there has developed more and more an appreciation of the natural and scenic beauty and the wilderness areas that are a part of our national heritage. We suggest, therefore, that recognition of this phase of outdoor recreation and appreciation be set forth with more emphasis in the bill. We suggest an amendment hereafter for this purpose.

That was the amendment in the title. It was a matter of emphasizing preservation of wilderness areas.

Senator NEUBERGER. Senator Anderson's bill does include in the language, "wild, wilderness and primitive areas." You want to put in the title "wilderness areas" but you do not want to put in all the other specific things that are included in the text of Senator Anderson's bill.

Mr. THOMPSON. Could I answer it this way? There are always numerous forces and groups in our civilization to promote facilities and activities of various kinds. The preservation of wilderness probably has fewer advocates. Certainly the wilderness has fewer users. In a sense the preservation of wilderness is holding natural areas not only for their present wilderness use, but for future needs, whatever they may be. I think that was the reason for wishing to give that phase of it emphasis in the title.

Senator NEUBERGER. You realize that there are several bills in the Congress dealing with outdoor recreation. There is this bill for a general inventory and then there is Senator Humphrey's bill that deals specifically with wilderness matters. You are aware of that?

Mr. THOMPSON. Yes.

Senator NEUBERGER. Do you not think it is in a way creating unnecessary conflict when you pick this one thing to add to the title, when there is on pages 2 and 3 of Senator Anderson's bill a whole listing of these activities and you pick out only the wilderness to put in the title?

Mr. THOMPSON. I do not think that the two bills are in conflict at all.

Senator NEUBERGER. I do not either. I am afraid you may be creating that by your proposal. I agree they are not in conflict in any way. I am privileged to be a cosponsor of each of the bills, and I do not regard myself as having cosponsored conflicting legislation. I wonder if you are not unnecessarily endangering the complete compatibility of the two bills by trying to put this one particular thing in the title of S. 846.

Mr. THOMPSON. Certainly it was not our intention to create conflicts.

Senator NEUBERGER. That is all I had, Mr. Chairman.

Senator ANDERSON. That is useful because we want to get in the legislative history of the bill that if we did adopt your suggestion and amend the title to include wilderness that it would not be regarded as conflicting in any way with these other proposals.

You say the number of people who are trying to advocate and sponsor wilderness areas is relatively small, and I agree with that. But probably because of that we are more vocal. I only wish there was some way of making increased use of wilderness areas. I am exploring in my own mind the possibility of trying to find some way that a man can go through a wilderness area without paying as much as he has to pay for a wilderness pack trip. If I want to take my wife through the wilderness on a pack trip, it will cost us \$300 or \$400 apiece. It could be that in 1 year I might be able to make that, but there are other people who might find it a handicap, and I find it a handicap to me at times. It does seem to me that if one wanted to take his favorite horse and saddle and favorite squaw and ride through the wilderness area, it should not cost him too much money. That is not your problem at the present time. I hope some day to be able to do something about it. Thank you very much.

Are there any additional statements?

Mr. THOMPSON. These books are samples of the studies which I mentioned which I will leave for the committee.

Senator ANDERSON. The word of the Park Service is that it is very much in favor of this bill, and would like to see it adopted?

Mr. THOMPSON. That is correct. There is no question as to the desirability of such a survey. We have long felt that it should be conducted.

Senator ANDERSON. As I gather, what you said about the wilderness was only to make sure that in making a survey of resources we did not overlook the possibility that wilderness areas need to be preserved and continued and if possible expanded.

Mr. THOMPSON. That is correct.

Senator ANDERSON. Thank you very much.

Mr. McBroom.

STATEMENT OF JAMES T. McBROOM, COORDINATOR, RIVER BASIN STUDIES, BUREAU OF SPORT FISHERIES, UNITED STATES FISH AND WILDLIFE SERVICE

Mr. McBROOM. My name is James T. McBroom. I am Coordinator of River Basin Studies for the Bureau of Sport Fisheries and Wildlife of the United States Fish and Wildlife Service, Department of the Interior.

Mr. Chairman, I have a very brief statement here and with your permission I would like to read it.

Senator ANDERSON. Very well.

Mr. McBROOM. The bill provides for the establishment of an Outdoor Recreation Resource Review Commission to conduct a nationwide inventory and to evaluate the outdoor recreation resources and opportunities. Further, the Commission would compile data as to recreational needs to be required in the year 1976 and 2000, and recommend policies and programs that should be adopted to meet the recreational needs.

The Bureau of Sport Fisheries and Wildlife endorses the aims of the bill, for it believes it is absolutely essential to bring about immediate coordinated planning to meet future recreational needs. As the population increases (estimated to reach 230 million by 1975) and the trend to shorter working hours continues, the people must seek release from the complex of modern living. Twenty percent of the people of this Nation, 12 years and older, derive recreation from hunting and fishing. In 1955, 25 million people participated in this form of outdoor recreation and spent 500 million days afield. A project of present trends indicates that fishing alone may be expected to increase 88 percent in term of man-days of fishing by 1970.

In addition to the groups listed above, it is estimated that 66 million people find recreation in bird watching, wildlife photography, and other forms of nature study associated with our fish and wildlife resources. In 1956 there were approximately 7 million visitors to the national wildlife refuges engaging in these pastimes as well as fishing, swimming, and picnicking.

Coordinated planning is necessary to the preservation of wildlife values as now represented in many thousands of acres of public land. Some types of recreation are not compatible with wildlife production; for example, camping, boating, and fishing are not compatible with the management of national wildlife refuges for waterfowl production during certain seasons of the year. There are, nevertheless, opportunities during the remainder of the year for recreation on national wildlife refuges, and through coordinated planning these

properties could contribute to some increased recreational use without interfering with the primary function—the protection and propagation of wildlife resources.

The Commission proposed to be created will be responsible for seeking out and putting together all of the information as to needs and recreational programs to meet these anticipated needs. The Bureau of Sport Fisheries and Wildlife will be glad to cooperate with the Commission in carrying out the intent of the bill.

Mr. Chairman, we appreciate the opportunity of appearing here in support of this bill.

Senator ANDERSON. Thank you very much.

Senator NEUBERGER?

Senator NEUBERGER. No questions, Mr. Chairman.

Senator ANDERSON. Thank you very much for your statement.

Mr. Crafts.

STATEMENT OF EDWARD C. CRAFTS, ASSISTANT CHIEF, PROGRAMS AND LEGISLATION, FOREST SERVICE, UNITED STATES DEPARTMENT OF AGRICULTURE

Mr. CRAFTS. Senator Anderson and Senator Neuberger, I am Edward C. Crafts, Assistant Chief of the Forest Service, United States Department of Agriculture. I have a prepared statement on the bill which will take me 10 or 12 minutes to read.

Senator ANDERSON. Very well.

Mr. CRAFTS. I am glad to respond to your invitation to make a statement on S. 846, a bill for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

The Department has submitted a favorable report recommending enactment with certain amendments.

S. 846 would—

1. Establish a 15 member bipartisan Outdoor Recreation Resources Review Commission, membership of which would consist of 2 majority and 2 minority members of both the Senate and the House Committees on Interior and Insular Affairs to be appointed respectively by the President of the Senate and the Speaker of the House. In addition, the President would appoint 7 citizens known to be informed and concerned about outdoor recreation resources, one of whom he would designate as Chairman.

2. Establish an advisory council to the Commission to consist of liaison officers to be appointed by each Federal agency having a direct interest and responsibility in any phase of outdoor recreation, and 25 additional members to be appointed by the Commission and representing various geographical areas and interest groups, including certain specified groups. The council would advise the Commission in obtaining maximum cooperation from all agencies and groups, evaluating resources data, and in other ways.

3. Direct the Commission to conduct a nationwide inventory and evaluation of outdoor recreation resources and opportunities, determine the needs for such recreation resources and opportunities in 1976 and 2000, recommend desirable policies and programs to meet such

needs, and report to the President and the Congress by the close of 1959.

The Commission also would be authorized to grant funds to the States to carry out aspects of the review, and would be directed to recognize that, because lands and other natural resources serve both economic and recreation purposes, sound planning of resource utilization must include coordination and integration of all multiple uses. "Outdoor recreation resources" would be defined by the bill and would exclude facilities ordinarily associated with urban development.

The Department of Agriculture is in general agreement with the objectives of the proposed legislation. We believe it would be a forward step in the conservation of our natural resources and would constitute a recognition of the increasing demands made upon them to satisfy the recreational needs of our people. At the same time the Department believes that, except on federally owned lands, the primary responsibility for overall recreational planning should rest with the States. For this reason we are glad to note the directive in section 5 (a) to include representatives of so many State organizations on the advisory council, the instructions to the Commission in section 6 (a) to proceed through the States as well as other groups in order to utilize to the fullest possible extent available data, and the recognition in section 7 that outdoor recreation resources and opportunities are responsibilities at all levels of government.

Among the responsibilities of the Department of Agriculture are the administration of 149 national forests comprising 180 million acres in 38 States, Alaska, and Puerto Rico. The national forests include some of the most spectacular scenery, attractive lakes and waterways, fishing streams, hunting opportunities, and other outdoor recreation attractions in the country. As this committee well knows, the national forests have for many years been administered under a policy of multiple use with due recognition given to the needs for recreational development of the natural forests as well as their management for sources of water, timber, forage, and wildlife. The demand for all resources and needs of the national forests is growing each year. If multiple use is to work, it is necessary when considering recreation needs, for example, to also consider other needs and to maintain a reasonable balance between all national forest resources and services.

Recreational use of the national forests has increased at a spectacular rate in recent years. In 1956, there were nearly 53 million recreational visits to national forest areas, not including the well over 100 million people who simply drove through the forests primarily to enjoy the scenery. Compare this 53 million in 1956 with the 18 million visits we accommodated 10 years previously in 1946 and the 6 million visits 20 years before that in 1926. This is about the same rate of increase as has been experienced by the National Park Service. Our expectation is some 66 million visits by 1962, and 82 million in 1968, or a 56 percent increase in the next 12 years.

Senator ANDERSON. You do not make use of charts when you plot that, do you, because that is a very conservative estimate. You put down 6 million at one point, and then went to 18 million in the next 10 years, and 53 million in the next 10 years, the curve would carry you up pretty high, would it not?

Mr. CRAFTS. We have a chart that is in our Operation Outdoors report.

Senator ANDERSON. I should have known that carefully operating Forest Service would have a good chart.

Mr. CRAFTS. The rates of increase that are projected are approximately the same rates of increase that are projected by the National Park Service in its mission 66. On an earlier page, you will see a chart which compares the estimates of national park use and estimates of national forest use. There is just about the same trend.

In January of this year we completed preparation of a 5-year recreational program known as Operation Outdoors which you have, and which I would like to offer for the record at this point.

Senator ANDERSON. Thank you. It will be received and put in the files of the committee.

(The document was filed with the committee.)

Mr. CRAFTS. Do you wish me to proceed?

Senator ANDERSON. Yes, go ahead.

Mr. CRAFTS. These are not irresponsible estimates. They are geared to past and projected trends in population, gross national product, personal income, and leisure time. Consider population alone. Fifty-odd years ago in 1900 we had about 76 million people. Half a century later our population had more than doubled. It is continuing to increase at about the same rate and by 2000 it may double again. The population clock in the Department of Commerce building here in Washington shows an increase in our population of nearly 60,000 people every week.

The Department of Agriculture has been fully cognizant of the increasing recreational load on the national forests since the close of World War II and the expectation of even greater use in the future. Accordingly, in January of this year the Forest Service completed preparation of its 5-year recreational program known as Operation Outdoors, with which most of you, I feel sure, are familiar. I have already placed this in the record as an illustration of the type of advance recreational planning that the Forest Service is doing. This is a short-term program, with dual objectives to, first, rehabilitate existing recreational facilities by 1962 in order that they will be safe and useable, and second, to plan, develop, and install new areas to alleviate present over-use and accommodate future use as it develops. The program calls for an expenditure of \$85 million over the next 5 fiscal years.

However, Operation Outdoors and similar studies would not in the judgment of the Department take the place of the overall inventory, long-range projected needs, and recommendations that would be prepared by the Outdoor Recreation Resources Review Commission. Studies of individual agencies and groups should be of great value to the Commission but they are necessarily limited in scope and frequently of short range.

The Department believes that S. 846 should be amended in three respects.

Senator ANDERSON. May I come back to your chart for a second?

Mr. CRAFTS. Yes.

Senator ANDERSON. One of the difficulties with the chart, I think, is that if I can follow these lines correctly in 1956 the figure on the

chart would be 48 million as against 53 million. If you draw the line up to where the 53 million would be, you can see it would carry well beyond 60 million.

Mr. CRAFTS. The chart was prepared before we had these latest figures. What has actually happened is that the use has been more than what we anticipated when we prepared that chart.

Senator ANDERSON. There is an acceleration?

Mr. CRAFTS. That is right.

Senator ANDERSON. We do not say it is sound judgment to count it all, but there is an acceleration which would run it up to 100 million visits by 1965 or 1969 or 1970.

Mr. CRAFTS. We have attempted to be conservative and we have not included, as I said, the some 130 million visits that we had last year, of those people who simply drive through the forest to enjoy the scenery and who do not do anything else. They are not in these estimates at all.

Senator ANDERSON. In any event the figures would indicate that there is a very substantial increase in recreation use.

Mr. CRAFTS. That is right.

Senator ANDERSON. That the population increase and extra recreation time would certainly indicate a multiplicity of visitors compared with what you have had heretofore, and you do not have any more new forests being created.

Mr. CRAFTS. There are no new national forests created. If you consider that the population of this country has approximately doubled between 1900 and roughly 1950, and the Census Bureau projections are that it may approximately double again by 2000, and the Department of Commerce population clock downtown shows an increase of 60,000 people every week, you can see that our estimates of increases in recreation needs are conservative.

Senator ANDERSON. I want to ask you a question I started to ask somebody one day and did not get to it. Even if the national forests were not needed to produce a single board foot of timber, would they not be the busiest places you can imagine by about 1975 or the year 2000 just to accommodate the people that want to get outdoors?

Mr. CRAFTS. In many places that is very true. Of course, the primary purposes under our legislation for which the national forests were established were for watershed protection and for timber production. One thing this bill would do is to recognize recreational use by statute in a way that has not previously been done. Around our centers of population—Los Angeles, San Francisco, Portland, Salt Lake, Phoenix, Denver and so on—the recreation use of the national forests is far more important than our timber use in some areas.

Senator ANDERSON. Would you mind if I ask the Park Service representative a question which I neglected to ask?

I saw an estimate as to the increased use of Yellowstone Park. Have you got the figures on how much the use of Yellowstone National Park has increased comparable to the figures that are in here, and a projection as to what might happen by 1975 or the year 2000?

Mr. THOMPSON. I do not have them, but I could produce that.

Senator ANDERSON. Somebody made a study of it and got into a discussion with me, and we came out with the conclusion that you are going to have to have a priority for the privilege of driving

through Yellowstone National Park by the year 2000. Have you got any figures that would help us consider that?

Mr. THOMPSON. I think we have figures.

Senator ANDERSON. Have you seen figures that would indicate there will be a traffic jam in Yellowstone by 2000 if the present figures keep up?

Mr. THOMPSON. I probably have not seen what you are referring to, Senator.

Senator ANDERSON. Take this forest chart that Mr. Crafts has presented. If you do what the Forest Service has done conservatively and run a rather conservative projection out, you come out with 66 million people in the forests by 1962, but if you take the actual speed with which the line has gone up since 1953, as automation has come into factories and so forth, you would come up to a figure of nearly 100 million. I think the Forest Service themselves would be the first to say that putting 100 million into the Forest Service for recreation would involve you in all sorts of problems of water supply and everything else, would it not?

Mr. CRAFTS. That is right.

Senator ANDERSON. Should not somebody be taking a look at that?

Mr. CRAFTS. Yes, sir.

Senator ANDERSON. It is right next door to you when you look at 1965.

Mr. CRAFTS. We have those problems right now.

Senator ANDERSON. The Park Service on this study that I saw made of Yellowstone is going to have a terrific problem in the national parks where camping out is desired by people who want to see Old Faithful at a certain hour and want to go to another part of the park at a later hour. You will have to have something that the National Parks don't want to have, namely, six-lane boulevards and stop and go signs every few feet which would take away a good deal from the whole beauty of the park. We are talking about wilderness areas and nature lovers and outdoor photography all of which I subscribe to fully, and yet the very means of destroying it is in this onrush of population that seems to have to find its meeting outdoors.

Mr. CRAFTS. That is right.

Senator ANDERSON. That is one of the reasons why I wanted to get this bill in here. If we are going to have people crowding into these national parks, the few rangers and officials we have will never in the world be able to keep them in the established areas or require the ordinary sanitary practices and fire prevention practices to preserve these places. I wish you would supply for the record any projections you may have on Yellowstone and Yosemite. Those are the only figures I saw.

(The following projections were subsequently supplied in response to Senator Anderson's request:)

DEPARTMENT OF THE INTERIOR,
NATIONAL PARK SERVICE,
Washington, D. C., May 23, 1957.

HON. CLINTON P. ANDERSON,
United States Senate, Washington, D. C.

DEAR SENATOR ANDERSON: In response to your request for estimates of probable future visitation to Yellowstone and Yosemite National Parks by the year 2000, we have prepared a purely statistical prediction, since no published forecasts have come to our attention.

The method used was to base the forecasts on a simple linear trend equation fitted to visitation data for these parks for the period 1946 through 1956. The forecasts do not reflect any proposed changes in visitor facilities or accommodations, such as are envisaged in mission 66. No adjustment has been made for such elements as the upward trend of leisure time, vacations with pay, and the construction of multilane transcontinental highways, although trends in such factors during the period 1946-56 would be reflected in the attendance data on which the forecasts are based.

On this statistical basis the number of visits to Yellowstone would increase from 1,450,000 in 1956 to approximately 4 million in 2000. Attendance at Yosemite would rise from 1,114,000 in 1956 to about 2,800,000 in the year 2000.

Sincerely yours,

BEN H. THOMPSON,

Chief, Division of Recreation Resource Planning.

Mr. CRAFTS. Yes. I think they are 1966 projections.

Senator ANDERSON. I am sorry, I did not preserve this figure more carefully, but it was based on the last 5 years. It turns up very, very rapidly.

Mr. CRAFTS. There on this chart are the National Park Service estimate for all uses, and the Forest Service estimates. You see, they are parallel estimates.

Senator ANDERSON. This includes all the national parks.

Mr. CRAFTS. That is right.

Senator ANDERSON. There is a vast difference in the way the outdoor areas compare with the Grand Canyon National Park and the Carlsbad Caverns and things of that general nature. I am looking at what is going to happen. You can rearrange the schedules at Carlsbad so if you get the people up to the entrance of the caverns and keep on installing new elevators, you can gradually get them down there and let them walk. But if you try to put a 100 percent increase in the number of automobiles entering Yellowstone National Park, you have a traffic problem that is simply beyond the ability of the Park Service to handle with its existing facilities. That is what I was trying to get to. That is why I asked you specifically for Yellowstone and Yosemite. If you will just get me those two parks as separate from the whole national-park system, that would be helpful. The great national parks of Alaska are part of the national-park system, but the automobile problem is not there, because you have trouble getting a private automobile up to Mount McKinley.

Mr. CRAFTS. The Department believes that S. 846 should be amended in three respects:

1. The Secretary of the Interior and the Secretary of Agriculture are responsible for the administration of most Federal lands devoted to recreational use. Consequently, it is believed that they should be included in the membership of the Commission itself. It is also suggested that the Secretary of Health, Education, and Welfare might well be included as a member of the Commission.

Senator ANDERSON. Mr. Crafts, you were in the Department of Agriculture when I was doing time down there, and, from your knowledge of how these problems arise, if we put the Secretary of Agriculture on this Commission, how much time would he give it personally? How much of the activity would he have to turn over to other people? It would be nearly all of it, would it not?

Mr. CRAFTS. Senator Anderson, I know what you mean. I think it depends partly on the way the bill is drafted. If it is drafted so that the Secretary personally serves as a member of the Commission, he

would have to attend the meetings at which the Department was represented. Much of the work that he would contribute to it would be done by others in the Department. That is very true.

Senator ANDERSON. I was happy to put the language in there. The language is that the Commission shall request each Federal agency with a direct interest and responsibility in any phase of outdoor recreation to appoint, and each such agency shall appoint, a liaison officer who will work closely with the Commission and staff. I did that out of my own experience. I am a Regent of the Smithsonian Institution. You recognize that certain members of the Cabinet are also Regents of the Smithsonian Institution. I think I have been on the Board of Regents of the Smithsonian longer than anybody, but I have yet to see a Cabinet officer at a single meeting of the Smithsonian Board.

I went one time when I was Secretary of Agriculture and they nearly died. They had no way of knowing what to do with me. There was a matter of protocol. Yet I was listed every time. I have said that this language was drawn out of that experience. I am not trying to ask you to comment on it, because I recognize the situation in which you find yourself. But I only want to say to you that I think this language accords with the accepted practice of the departments.

May I also say, just for the record, that Senator Neuberger recognizes that the land in the State of Oregon has been a matter of controversy between the Department of Agriculture, through its Forest Service, and the Department of Interior for a long time. I took a point of view while I was down there, and Secretary Krug and others who were there took a point of view, time after time when the groups would meet, it was somebody I had appointed to go over and confer on the O. and C. land, and only once in the whole long list of numerous conferences did I actually sit down with the Secretary of the Interior on that problem.

This simply recognizes that. A Cabinet officer's job is not getting any lighter. Certainly, Mr. Benson, if he changes the whole agricultural support program, is going to be as busy as he can be explaining to the farmers why he has done so. I am only trying to suggest that this would make the person who was on the Commission feel that he did not each time have to say, "I will be glad to report that back to my superior and get his ideas." This lets one person in the Department of Agriculture contact the Forest Service. He probably would be a Forest Service representative. He would probably be someone like yourself or somebody within the Department that has been long with the Forest Service, and he would work closely with the Commission and the staff.

I would rather see a person who had some responsibility on his own and who felt he was making a contribution to it be there than merely naming the Cabinet officer. I am not going to quarrel with the other departments about it, but I assure you this language was not put in to cause any embarrassment to a Cabinet officer by saying we did not want his advice and suggestion, but solely because he cannot possibly sit there hour by hour and listen to their recommendations in every one of these fields. I think the man who does this job for Interior is going to have to be a person fairly high up in the organization staff, who will devote a great deal of his time, if not nearly all of his time, to it. The Interior Department deals with Indian reservations, with

parks, with every sort of institution, all the national monuments, and that whole problem. I am glad to have the suggestion. I just want you to know that the language was written this way in the hope that the Secretary would give somebody a real responsibility and let him carry it out.

Dr. Fitzgerald is now a prominent officer for the European—I cannot tell you the name of the organization—that handles the distribution of foodstuffs and other supplies to European countries. As you will recall, Mr. Crafts, when I was over in the Department, Dr. Fitzgerald had the full responsibility of the Food Board, and he took it very seriously because he was my sole representative in that position, and he could say, I believe, these things will be done. It is based on that experience that I wanted to have a man feel he had more than just the job as a listening post for his Secretary.

Mr. CRAFTS. Senator Anderson, if I may say just one thing. As I understand it, the thinking that influenced the Department in this recommendation was not so much whether the Secretary personally was a member of this Commission, but that a representative of the Department of Agriculture be a member of the Commission itself, rather than a member of simply the advisory group to the Commission.

Senator ANDERSON. That makes some sense. I am sorry I misunderstood.

Mr. CRAFTS. As the bill is written now, this liaison officer is appointed to be a member of the advisory group to the Commission, and not a member of the Commission. So, neither Interior nor Agriculture, who have large administrative responsibilities in this field, would be represented in the membership of the Commission itself. That was the point.

Senator ANDERSON. In the personnel of the Commission, we tried to make it abundantly clear that this thing was going to be balanced out pretty well, and probably out of the zeal to balance it out, by saying that there would be 2 majority and 2 minority members of the Senate Committee on Interior and Insular Affairs and 2 majority and 2 minority members of the House committee, making the appointment by the Vice President in one instance and the other appointment by the Speaker; at this particular time that would result in a thoroughly bipartisan approach to it. The Vice President is a Republican and the Speaker is a Democrat. We know that they would pick those people on the recommendation of the majority leader of the Senate and the minority leader of the Senate and the majority leader of the House and the minority leader of the House. In other words, John McCormack and Joe Martin would decide who those people would be. In that way I thought we would get away from a sort of partisan approach.

The seven citizens are to be appointed by the President. They would not outweigh the Congress, but the President would have a completely free hand in it.

If the departments feel that there should be certain other people specifically designated, that is fine. There is the problem of how large a Commission gets to be.

Mr. CRAFTS. I understand.

Senator ANDERSON. This is 15. You now make it 18. If it gets above 20, then you might just as well adjourn it and appoint a new committee of 5 and start over again. That is the main trouble.

MR. CRAFTS. That was the point of our recommendation.

Senator ANDERSON. I am glad to have it.

MR. CRAFTS. The second recommendation was because lands administered by the Department of Agriculture would be so heavily involved in the Commission's considerations, it is recommended that representatives of the Senate Committee on Agriculture and Forestry and the House Committee on Agriculture also serve on the Commission.

Senator ANDERSON. Now you get it up to 30 members.

MR. CRAFTS. I know.

Senator ANDERSON. I think they have overlooked a point there. The administration of lands is more a function of the Interior Committee than it is Agriculture. The production of crops on those areas becomes more a function of the Agriculture Committee.

MR. CRAFTS. I am not in a position to debate that. This is a congressional matter.

Point 3, it is believed that the bill should be amended to authorize the Commission to transfer funds to the participating Federal agencies in order to permit them to carry out their aspects of the review in the same manner as the bill would authorize financial assistance to the States.

Language to accomplish these changes is given in the Department's report.

That concludes my remarks. I appreciate the opportunity of making this statement and shall be glad to try to answer any questions the committee may have.

As the bill stands now, the Commission could transfer funds appropriated under the authorization of this act to the States for State participation in this work. The Federal agencies will be required to seek funds for this in connection with their regular appropriations and through their ordinary appropriation channels. There would be no way that the Congress would have to appraise the total cost of this Commission's effort if the various Federal agencies sought funds separately in different appropriation bills.

Senator ANDERSON. You do not think the Departments of Interior and Agriculture have most of the information that would be needed from them already compiled?

MR. CRAFTS. We have a good bit of it. We do not have it all. We do not have it in the detail or projected as far ahead as this Commission presumably would consider. However, we have not attempted to make any estimates of what would be required from the departments because it is pretty difficult to do so until the Commission formulates its scope of activities. It could be very small. On the other hand, it could be a very substantial effort.

Senator ANDERSON. But yet you in the Park Service have already calculated what the population trends are likely to develop. It seems to me this is more a slide-rule proposition. Once you have gone so far it is a question of projecting them on.

MR. CRAFTS. It would be an extension of this and a considerable intensification of what we have already done.

Senator ANDERSON. If a program of responsibility for developing adequate recreation areas were to be developed, would that program involve as well the construction of new forest roads and trails?

MR. CRAFTS. It could, very definitely, and not only the construction of new roads, but also the improvement of the standard of existing

roads which might now be only fire roads and not suitable for public travel. There might be involved the reconstruction or the substantial improvement of those so as to give people greater access to some areas which are now largely inaccessible. Most of our road construction now, as you know, is for timber-access purposes. We expend very small amounts of money for roads for recreation purposes.

Senator ANDERSON. Yes, but a good deal of that construction is very substantial. You just let the last portion of the piece down in my home State that I complained about here recently. That is being built to almost standard specifications for an ordinary well-traveled highway. In any event, if you are going to need money allotted to the Department, it will be for that sort of planning.

Senator BARRETT. Mr. Chairman, I wonder if I could ask the witness this question. The act of June 23, 1936, took in the Department of Agriculture as well as the Department of Interior and studies were authorized at that time. I would like to inquire if the Department participated in the investigation and studies and the report made under that act.

Mr. CRAFTS. You are referring to the act of June 23 of 1936?

Senator BARRETT. That is right.

Mr. CRAFTS. If I understand your question, there is a specific exclusion in that act of lands under the jurisdiction of the Department of Agriculture.

Senator BARRETT. The way I read the statement of Mr. Wirth:

This is, in my opinion, a nationwide survey authorized by the act of June 23, 1936 (49 Stat. 1894), which authorized and directed the Secretary of Interior to make a comprehensive study other than on lands under the jurisdiction of the Department of Agriculture.

You are right; they excluded the Department of Agriculture.

Mr. CRAFTS. Yes.

Senator BARRETT. Why did they do that?

Mr. CRAFTS. Senator Barrett, I was not here at that time. I did not participate personally in anything connected with that legislation. Yesterday I looked up what I could find about the legislative history and I did not find reference to it. That was not our act. I think probably that question could be better answered by the representative of the Department of Interior.

Senator ANDERSON. Do you know why it was done?

Mr. THOMPSON. The Department of Agriculture was excluded because of the request of the Secretary of Agriculture that that exclusion be written into the bill. The bill also provided that the Secretary of Interior could seek the cooperation of other Federal agencies. Under that provision, we have worked together on that since.

Senator BARRETT. That was my question. Did the Secretary of Interior in that study and report take into consideration the lands under the jurisdiction of the Department?

Mr. CRAFTS. You would have to ask Mr. Thompson. I do not know.

Mr. THOMPSON. Senator Barrett, there have been a number of reports that have been made under the 1936 act. The most recent ones have been made in connection with the basinwide surveys, such as the Arkansas-White-Red River Basin. The machinery there has been that there has been a recreation subcommittee of the interagency committee and representatives of the Park Service and others concerned with it on the subcommittee. The information was gotten that way.

Senator BARRETT. Mr. Chairman, I think that is a very valuable contribution here, because apparently on these interagency committees that we have set up—the Missouri Basin has one—and all of the various departments are represented and they have made studies according to Mr. Thompson in the various basins. I assume if we could get them together we would have something that would at least take care of the West.

Senator ANDERSON. I want to say to the Senator from Wyoming that very thought is in our mind. There is all sorts of information lying around in Washington. The problem is to put it on one table and find some person that is particularly expert at throwing it all together into one composite picture, and see what needs to be there. I think a great deal of this work has been done. But it is off in the Bureau of Reclamation, it is in the Army Corps of Engineers. The particular purpose for which it was gathered has never been realized because it is separated.

Senator BARRETT. I agree.

Senator ANDERSON. That is one of the thoughts we had in this bill. That was a very good question.

Mr. CRAFTS. That is very true. We have participated in these river basin studies.

Senator BARRETT. I know you have. I think we can save a lot of time and money and effort if we can gather together all the information that is available in the different Government agencies.

Senator ANDERSON. Are there additional questions of Mr. Crafts?

Senator NEUBERGER. I want to ask Mr. Crafts one question.

Mr. Crafts, is it not correct—and I know you will set me straight if it is not correct—that the Forest Service at the present time collects more revenue in timber sales, stumpage fees, and other sources than it costs to operate the Forest Service at the present time?

Mr. CRAFTS. That is not quite right, Senator. We collect more in the way of receipts than it costs to operate the national forests. I am excluding there our activities in research and our cooperative activities with the States. If you consider the national forests alone, we collect more than we expend.

Senator NEUBERGER. It is on the national forests that whatever recreation takes place under the auspices of the Forest Service does occur?

Mr. CRAFTS. That is correct.

Senator NEUBERGER. I thought that is useful for the record to indicate how the financial support comes about. I have to go to another committee meeting. Briefly I want to say this. I think you particularly, and all the other advocates of this bill in and out of Congress, deserve a great deal of credit. I have been impressed on my many trips to Canada how much more land has been set aside for recreation in that newer and younger country than we have. It is perhaps very likely that we have gone too far in taking lands out of the States where they can be used for recreation in this country in our haste to develop and exploit resources. I want to say as one who has the privilege of being a cosponsor of the bill, I want to thank you and those outside of Congress who have assisted you in drafting this legislation.

Senator ANDERSON. Thank you.

Thank you, Mr. Crafts.

Senator Watkins.

STATEMENT OF HON. ARTHUR V. WATKINS, UNITED STATES
SENATOR FROM THE STATE OF UTAH

Senator WATKINS. Mr. Chairman, I wish to speak here today in support of a measure, S. 846, introduced by Senator Clinton Anderson and others, and of which I am a cosponsor.

This measure, recognizing the tremendous pressures building up, seeks while time and opportunity yet permit to assess America's outdoor recreation resources, and to suggest thereby means to safeguard them for us and our posterity.

Numerous factors should incite us to take this inventory action now:

First, while America's boundaries remain constant, we find ourselves yearly experiencing a net growth of 3 million citizens, an annual increase equivalent to the combined population of the 6 States of Wyoming, Idaho, Nevada, Montana, Utah, and New Mexico.

Second, shorter workweeks and fewer working hours provide more leisure opportunity, while unrivaled national prosperity assures improved means of travel, vacation money, and more and better recreation equipment.

Third, land-use projects—such as superhighways, greater airports, more widespread industrial plants, and the whole complex of suburban life with its accent on greater living space—all crowd in upon our lands.

Truth is, then, that many parts of the country are becoming increasingly crowded and the cry goes up for more elbow room.

For those who like their statistics big and booming, the picture of Americans in search of relaxation, sport, the great out of doors, offers ideal subjects for zooming chart lines and off the graph indexes.

Theoretically at least during Revolutionary War times 600 acres was available to each American in the States and Alaska. Currently the figure is 13.8 acres. By 1975 some estimate it will be 10.5. And just 25 years beyond, in the year 2000, it may be but a very, very few acres.

Our out of doors is literally being overrun; motorcars, buses, trains, and planes have put America almost everywhere under call for our vacationers, weekenders, those with but a few hours a day for outside.

The Public Affairs Institute estimates total outdoor recreation demands will increase by 75 percent in less than 10 years. Our outdoor sports industry is "big business" as, for example, one instance indicates: The sports-boat industry now reaches billion dollar proportion, annually.

The figures on parks, playgrounds, and forest usage are phenomenal.

In 10 years national parks visitors have jumped from 18 to 45 million.

Last year alone, 183 million visited State parks.

In 1956 also, 100 million enjoyed the manmade lakes behind our huge dams, rapidly proving a godsend to the recreation picture.

Last year, too, our national forest attracted 50 million people.

This tally says nothing of use by other visitors of city and county parks, ocean beaches, natural lakes, private facilities in forests, on ranches and farms, along our major and minor rivers.

Along with this veritable battering ram of people, our national land use policy likewise shows gusto and appetite for more land, facilities.

Consider this: Last year Congress approved a 41,000-mile superhighway system. Now each such mile takes up some 36 acres. Total that, you have another 1,476,000 acres or more than 2,306 square miles, that is, enough space for some 51 plus San Franciscos.

Land-use experts tell us that from north of Boston to south of Washington we rapidly are witnessing the formation of one mammoth urban center. It is but the largest. Others are in embryo in southern California, about Chicago. Even in my own State of Utah for almost a hundred miles above and below Salt Lake City—from Ogden to south of Provo—urbanization is rapidly becoming dominant. Cities today are orchards, grainlands, pastures, and truck gardens of but a few years back.

Fortunately, the inspiration of the conservation movement in the last half century has given us some permanency, with our national parks and forests. But remaining park sites such as the Yellowstone, and fine large forests such as the Kaibab, are exceedingly limited in number. We may applaud such firms as Weyerhaeuser Timber Co. for opening its 2.5 million acres in Washington and Oregon to the public for recreation, for its provision of 11 public parks on these private timber holdings. But how many more firms are so situated to do likewise? We may hopefully look forward to States in their parks and playgrounds policies, to cities likewise and to counties. But much of this movement is now casual and often potential sites are overrun before their salvation for recreation purposes is attained. And too often, areas once lost are gone forever.

Fortunately again, we do have far-seeing policies advancing in the mission 66 program for the national parks, Operation Outdoors for our national forests, various fish and wildlife programs, designed at once to promote new and rehabilitate established recreational areas. But so urgent is the need, and so varied and spasmodic the presently available solutions for the unprecedented squeeze on our outdoors assets, that we need to take stock, inventory of what is yet available of our out-of-doors resource opportunities.

Basically, this is the thought that inspires this present measure, S. 846. It is factfinding, functional, and fortunately, if completed soon, a true measure of economy. This proposal owes much of its basic thought to the Izaak Walton League, to Joseph W. Penfold, of Wheatridge, Colo., the league's conservation director, and to a cooperative circle of sportsmen, conservationists, and government and other officials.

Without going into technical details, I can say that basically it seeks to give us, within the range of one volume, so to speak, a true picture of our national outdoors resources. This picture we should have by 1960.

This proposal is not just a federal project; it seeks to elicit information, ideas at all levels—individual, group, regional, state and local. Much of this information is available now, but in scattered or unassimilated form. It would be the function of this measure to give focus, universal perspective. Congress, then, can have hope of data upon which more properly to establish further policy and action.

Further, this proposal recognizes there must be multiple use of recreational resources. We cannot just fence off, isolate; we must assure instead proper full use of these remaining and other resources.

Costwise, the fact much information is available, and eager co-operation is evident, assures efficient expenditure for foreseeable gains that literally are priceless.

I know that there will be many positive endorsements from individuals and organizations during these hearings. For example, Sports Fishing Institute April 8 in its bulletin remarked of S. 846:

In our opinion this is one of the more significant proposals to come along for the public benefit * * * the bill * * * is an excellent one deserving of widespread support.

For this reason, so as not to infringe on other witnesses' time, I would like to conclude this statement merely with mention of some of the opinion in my native State of Utah, opinion which I am certain is mirrored in many other areas.

March 25 the Salt Lake Tribune in an editorial of considerable length entitled "First Determine United States Recreational Needs," remarked, and I quote:

* * * the recreational demands of the country during the next half century are not definitely known, nor how far present natural resources will go in meeting these needs. Many surveys and estimates have been made but they have not been correlated and appraised. * * *

There is clearly a need for the National Recreational Resources Review Commission such as a bill (S. 846) in Congress would establish * * *

Conservation-minded residents of the intermountain West who also believe in the principle of multiple use of appropriate wild lands should line up behind this bill.

In a letter to me the Utah State Board of Forestry and Fire Control, February 27, wrote, and I quote:

We have had an opportunity to review much of Joe Penfold's original thinking on the * * * Resources Review Commission and agree wholeheartedly with your commendation of Mr. Penfold's activities in this field.

Since the tremendously growing field of outdoor recreation is posing fresh and new problems with each passing year, we feel that the Recreation Resources Review Commission, to coordinate the efforts of the several Federal agencies, State and local governments, along with the unexplored private potential, is a major step in planning for adequate outdoor recreational opportunity for all the citizens of the Nation. We are particularly impressed by the strong language contained in the bill concerning the multiple use concept of lands, waters, forests, rangelands, wet lands, wildlife, and other natural resources * * * we * * * endorse the provisions of the bill and hope for its passage.

And, lastly, I wish to call to attention a letter of May 9 to me, written by a special committee representing the agencies of the State of Utah concerned with land, water, forests, and outdoor recreations, which met to discuss S. 846. Here are the committee's findings, and I quote:

The committee recognizes the need for sound planning in the development of our natural resources.

The State of Utah, with its vast areas of great scenic values, would gain much from a study of future needs and potentials.

It is recommended that legislation recognizes the desirability of a well-balanced, multiple use of our public lands.

It is urged that the legislation be carefully studied to assure that the Western States will be well represented on the Commission by men qualified in the fields of land management and outdoor recreation.

We urge the passage of the Outdoor Recreation Resources Review Act * * *

For the record, I should like to note this document bears 10 signatures, for the following: Jay R. Bingham, director, Utah Water and

Power Board; L. H. Olander, president, Utah Wildlife Federation; Thomas W. Jensen, secretary-manager, Utah Water Users Association; J. Perry Egan, director, Utah State Department of Fish and Game; Lee E. Young, director, Utah State Land Board; Jay Udy, Federal aid coordinator, Utah State Department of Fish and Game; A. G. Nord, commissioner, Utah State Land Board; Alden K. Barton, commissioner, Utah State Department of Agriculture; Wayne D. Criddle, Utah State engineer; and William J. Hart, deputy State forester, Utah State Board of Forestry and Fire Control.

Gentlemen and Mr. Chairman, thank you all for this opportunity to appear in support of S. 846.

Senator ANDERSON. Thank you for your statement. You mentioned Mr. Penfold several times. The next witness will be Mr. Joe Penfold.

Senator ALLOTT. Mr. Chairman, I would like to make a short statement and introduce Mr. Penfold.

As I am one of the cosponsors of the bill which the distinguished Senator of this committee has introduced I am very much interested in all of its provisions. The various ramifications of it and the scope and extent of it will be discussed by Mr. Penfold.

I only wish to point out that the press of population, plus the increasing demands that are being made upon our natural resources are going to call for the most level-headed and cool thinking approach to this matter if we are to preserve in the next few years a combination of the utilization of our resources and also preserve some of our great outdoor facilities for the use of our people.

One of the people who, of course, is a national authority on this, is the director of the Izaak Walton League. I am very proud to say he is a Coloradan. I have known him for many years. Before he gives his statement which I have seen I want to associate myself completely with his remarks and say to the committee that I am very happy to be able to present a man who is such an outstanding conservationist and leader in this field, Joseph Penfold, of Colorado.

Senator ANDERSON. Thank you.

STATEMENT OF JOSEPH W. PENFOLD, CONSERVATION DIRECTOR, IZAAK WALTON LEAGUE OF AMERICA

Mr. PENFOLD. Mr. Chairman, I want to thank our fine Colorado citizen, Senator Allott, for his kind remarks. I want to express our appreciation to you and the other members of this committee who have sponsored this legislation, and, of course, to the committee for holding this hearing.

Due to the lateness of the hour and the length of my statement, with your permission I will brief it as much as I can so as to save time for others.

Senator ANDERSON. Very well.

Mr. PENFOLD. Thank you.

My name is Joseph W. Penfold, of Wheatridge, Colo. I am conservation director of the Izaak Walton League of America, a national membership organization dedicated to the conservation and wise use of the Nation's natural resources. The league's headquarters is located in Chicago; I operate out of Denver.

The committee knows, I am sure, that the Izaak Walton League supports the outdoor recreation resources review legislation now be-

fore you. We had the privilege of working on it with some of you and with some of your distinguished colleagues who have introduced identical legislation in the House.

There seems no real need, consequently, to elaborate on the many reasons why we believe that the outdoor recreation resources review should be authorized and implemented. Perhaps, however, I should summarize these reasons for the record.

1. Outdoor recreation is basic in the American scheme of things. It is essential to our physical and mental health. We shall recognize that fact more realistically in the future, as our civilization becomes still more complex, than we do today.

It is an interesting and frightening commentary on the times that the Senate committee studying juvenile delinquency has developed data that appears to indicate that economic well-being of itself is no deterrent to delinquency in young people. Further of interest is the committee's thought that outdoor activity, as in forestry camps, may be an effective means of combating delinquency and of rehabilitating offenders.

Outdoor recreation in my opinion, I hasten to add, is not a type of a pill, a tranquilizer drug, which one can take and obtain an immediate cure of his troubles. Rather, outdoor recreation over a period of time, particularly during the formative years, helps develop confidence, a wholesome attitude toward life and certainly better perspective toward the world we live in.

Outdoor recreation opportunity for all people, then, has been and should continue to be a basic characteristic of our total culture.

2. Outdoor recreation requires space and the use, but not necessarily the consumption of basic natural resources. Recreation use of resources may conflict with other resource uses, but they are seldom mutually exclusive. When they become so, it is usually the result of poor planning or no planning at all.

3. Burgeoning cities, spiraling population, expanding industry, more efficient single-purpose land and water management, coupled with increasing losses of land, water and production to such new developments as airports, superhighways and the like, crowd more heavily on resources available for outdoor recreation pursuits.

To illustrate: When we became a nation, the citizens of the Original Thirteen Colonies could look westward clear across the continent, to space, lands, waters and the resources of them amounting to just about 600 acres for each man, woman and child. Population had increased at such a rate, that when Alaska was added in 1867, the 600-acre figure had already been reduced to 60. Today, this has been further cut to about 13½. When my sons reach their most productive years, their individual share will be but 10 acres each. Their sons will sustain a further reduction to about 8 acres each; 8 acres upon which they will be entirely dependent for everything that makes up their way of life; 8 acres for home, garage, schools, streets, heliports, factories, cornfields, wheatlands, forest products, minerals, and yes, hunting, fishing, camping, mountain climbing, bird watching, wilderness adventure and all the other wholesome, enjoyable and rewarding activities we have available in the outdoors now.

What we are urging here today is that we make an intelligent, considered and comprehensive start on a program which will assure future

generations that the 8 acres will contain a relative abundance, undiminished in scope and quality, of the outdoor recreation opportunities we believe so essential.

We do not propose that there be an end to expanding suburbia, and it mushrooms around every city. At the same time I cannot forget that my home in Jefferson County occupies an acre which but a few years ago helped feed the city of Denver as well as producing a good annual crop of pheasant. As a result more intensive cultivation occurs on other agricultural lands, and the sportsman must travel farther afield for fewer and fewer birds.

We do not propose that there be an end to superhighways. After all they enable us to travel farther afield in the search for the outdoors. But, we cannot forget, either, that the superhighway takes some 35 or 45 acres per mile out of production, and so exerting still greater pressure on remaining lands. Nor can we forget that just bumper to bumper parking of the cars and trucks today requires 600,000 acres for that single use.

We do not propose that there be an end to any constructive progress, each of us is an inescapable part of it. We do propose that a good start be made toward incorporating outdoor recreation opportunity into all our planning efforts.

4. Due to great improvement in basic economic conditions, in leisure, in transportation, more people are spending more time in outdoor recreation activity. The statistics are well known. Not included in the statistics, but very evident from my own observations, and I may add, very much to my deep personal satisfaction, the so-called underprivileged groups are participating in outdoor recreation activity at an equal or even higher rate of increase. Population increases prodigiously, and due to many factors more and more of them look to the outdoors for recreation opportunity; each of them is spending more time, almost twice as much, in the outdoors than he did just 10 years ago. What will be the impact when most of America is on the 4-day week.

5. These trends will continue, there will be no stopping them short of another world conflagration—God forbid. We must study carefully and analyze comprehensively these trends, that we can take them fully and intelligently into account as we make our plans for the future.

6. Outdoor recreation is, of course, no single activity, nor does the recreationist necessarily go afield with but a single objective in mind. To the fisherman, if his objective is simply to hoist a fish from the stream, or derrick a rainbow from the depths of Granby Reservoir, he could save time, money, and effort by catching his fish from the chicken-wire ponds at so much per pound—with no gamble whatsoever involved.

If the hiker seeks only physical exertion, he can doubtless obtain it cheaper, more conveniently and more scientifically at a gymnasium.

If the bird watcher simply wishes to look at and identify birds, again he can do that cheaper and more conveniently at a city zoo or museum—with signs provided as well against which to check his identification.

The outdoor recreationist is not a single-purpose creature. He seeks a great many satisfactions on his trips with the major objective frequently being little more than a socially acceptable excuse. There must be deep-seated anthropological reasons why society does not frown on fishing as a contagious form of "loafing."

The stream fisherman wants the sound of running water, the feel of smooth rocks under his feet, the overhanging willows which give shade and cool the water, and intercept his backcast. He wants the chance to outwit the trout, and to enjoy the impertinent camp robber begging for part of his lunch. On Granby he wants the sun rising over the Front Range and absorbing the early morning mists, the slap of waves against the prow of his boat, the purr of his outboard, the leisurely lunch cooked on shore and righteous wrath when he hooks bottom and loses his Pop Geer, leader, and length of line.

The bird watcher wants all of nature and the feeling that he is not entirely an intruder in the natural scene.

So outdoor recreation cannot be measured just in terms of fish in the creel, game in the bag, or check marks on a bird list, any more than a forest can be measured solely in board-feet or a watershed in acre-feet.

7. Sound and scientific planning, of any type and for any purpose, can only be achieved when based on the facts with clear-cut objectives described with precise definitions. That's why we hire architects. Any competent craftsman can construct a house that will provide shelter and conform with minimum building codes. The architect, however, can design into the structure those things and that precise layout which will give it the maximum livability as a home—and with provision for the addition of junior and the others as they come along. The real quality which he designs into the home has square feet as only one factor.

8. Outdoor recreation is not a matter strictly of public lands, Federal, State, and local. As has been suggested, 80 percent of all hunting occurs on private lands and waters. I am sure that a sizable portion of all other forms of outdoor recreation occur on private lands and waters or are basically dependent upon them. This is a particularly sensitive aspect of the whole problem we are discussing, and will become an increasingly important part of all program objectives of the future.

9. Outdoor recreation is, of course, big business. Last year's survey revealed that hunting and fishing alone stimulates business to the tune of \$3 billions annually. All other forms of outdoor recreation and the figure might be 3 or 4 times as much. The recreation we speak of does not exist to create business and industry. The economic benefits are byproducts of activities each with its own intrinsic value.

In essence, then, we can anticipate a far greater population, and a far greater need and demand for outdoor recreation opportunity. At the same time, we are faced with a diminishing supply of the resources upon which these opportunities depend. Moreover, in far too many areas there is deterioration in the remaining resources. It is time that we stop and take a look—a good hard look—at the situation. That, as we see it, is the purpose and objective of this legislation—to stop and take a good hard look at outdoor recreation today and its potentials for tomorrow.

There are several fundamental reasons why we believe a Commission, such as is proposed in this legislation, is required.

1. Outdoor recreation is not the sole concern of the Federal Government, the States, communities, or private groups and individuals. It is the concern of all.

2. The recreational use of resources is not something separate and apart from other resource uses and from the rest of our economic and social system.

3. Outdoor recreation is not a matter just of forests and parks, reservoirs, and other public properties managed for the benefit of the public. It involves directly or indirectly all lands and waters.

4. The need at this time for the broadest and most comprehensive study precludes the possibility of its being carried out successfully by any one agency or group, or by any combination of several. It will require the thoughtful cooperation of all.

5. The study will provide the base upon which national policy may be developed and will be drawn upon as well by every kind of agency and group in the development of their own policies and programs.

6. As the Nation's first real effort in this aspect of long range planning, it is imperative that the study, its evaluations and its recommendations reflect as accurately and realistically as possible the full national viewpoint.

We believe the Commission, with an Advisory Council as proposed, most nearly represents the quality and character of the body needed to make such an important study. Moreover, its makeup, at topmost level, will command respect and achieve the degree of cooperation necessary, will assure full use of existing data and avoid duplication and waste motion.

The several States have been making excellent progress in this general field in the past few years. Primarily they have been rightly concerned in the first instance in attempting to provide for their own citizens. More and more, however, they are realizing that their outdoor recreation resources, opportunities and potentials have regional and national significance. They have been groping for effective means to achieve greater coordination and cooperation among their various programs for the greater value to all. Such organizations as the International Association of Game, Fish and Conservation Commissioners, similar regional associations, or the National Conference on State Parks evidence this need and this trend. This proposed legislation recognizes the importance of State responsibilities and programs, and I believe will provide a great opportunity for real assistance to the States at this critical juncture, and assistance available through no other means.

The legislation sets a target date for completion of the study and for publication of the Commission's report with its evaluations and recommendations, and a date when all its affairs are to be wound up and closed. We are not interested in adding permanently to Government's already overcomplex structure.

At the same time we recognize fully that a short term "crash" program will not take care of our needs in this area forever. Outdoor recreation resources and opportunities will require continued study and analysis, just as any other aspect of the total resource picture. I believe that in the course of the review, as an inevitable by-product, that the Commission will develop ideas about how the inventory, data and evaluations may best be kept up to date and made universally available to those concerned with recourse planning for recreation use.

Congress itself will have those determinations to make in the future, and the experience of this Commission would provide a much more sound basis of fact upon which to make them.

Important in the consideration of this legislation are the questions: How to implement the Commission; and how much will it cost?

It will cost money, that's for sure. Attached to this statement is a breakdown of principal costs—probably rather arbitrary, but at least drawn up with some relationship to the functions and responsibilities which the Commission would assume.

The figure at the bottom of the sheet totals \$1,534,050. That sounds like a lot to me personally but spent over 3 fiscal years it represents about $\frac{1}{60}$ th of 1 percent of the economic value of hunting and fishing alone, and perhaps $\frac{1}{200}$ th of 1 percent of the economic value of all outdoor recreation with which it will be concerned.

Commission: There are seven members of the Commission eligible for a per diem allowance in lieu of salary when actually engaged in Commission business. I would estimate that this would average out at about $1\frac{1}{2}$ Commissioner-days per day during the course of the review. Added to this would be travel costs, principally expended in carrying out field hearings.

Advisory Council: Provision is made in the legislation to defray travel and subsistence costs of Council members when attending the regular meetings of the Council. It would likely be advantageous, as well, for them to attend some of the field hearings, particularly when held in their own areas. Many of the members, principally Bureau liaison officers, would be located in Washington where travel and subsistence expense would be no particular factor.

Staff: An adequate and highly competent staff will be required, because on them will fall the brunt of a tremendous volume of paperwork, conferences, interviews, the specific development of questionnaires and other means of securing data and opinion; the endless compilations, the collating of material into form usable by the Commission itself.

Keyman on the staff would be the Executive Secretary, to whom the Commission would look for direction of staff and for administrative efficiency in getting the job done.

We have suggested 3 key assistants, 1 to take charge of fiscal matters, housekeeping functions, mimeographing, mailing, files, stenographic pool and the like; and 2 general assistants to divide between them supervision of the regional specialists.

We have suggested that the study be made by regions, possibly 12 of them, placing a regional specialist in charge of each. This will serve for greater efficiency, better coordination of data originating within specific and comparable areas, and greatly simplify development of the final report in such form as will be of maximum usefulness to States and groups of States.

Staff people will attend field hearings, they will have other travel to perform in carrying out their assignments for the Commission.

Printing and office supplies will add up to a sizable amount, but correspondence is cheaper than travel and long distance telephone and should be used whenever possible.

A stenographic and clerical staff will be necessary.

The Commission and its staff operations will consume something more than half of this suggested budget. The balance to be expended in grants in aid to universities and colleges, State agencies or other agencies or organizations when in the judgment of the Commission the data needed can best and most efficiently be secured in that way.

The amounts are arbitrary. The suggestion of grants to universities would finance 50 two-year fellowships, or the equivalent; that to State agencies would finance 50 technicians for 2 years, or the equivalent, to work on Commission assignments under State agency supervision; other contracts might include financing the cost of a study to be made by the International Association of Game, Fish and Conservation Commissioners at the request of the Commission, or investigations by such groups as the Economic Research Bureau of the University of Colorado.

It looks to me like a lot of money, but when I look at the size and importance of the task, which one way or another must be accomplished or be lost by default I am sure that I am overly conservative.

The Izaak Walton League of America appreciates the privilege of presenting our views before this distinguished committee.

(The tabulation referred to follows:)

Estimated costs, Outdoor Recreation Resources Review Commission, July 1, 1957-June 31, 1960

	Fiscal year			Total
	1958	1959	1960	
Commission members:				
Per diem.....	\$35,000	\$20,000	\$20,000	\$75,000
Travel.....	7,500	7,500	4,000	19,000
Subtotal.....	42,500	27,500	24,000	94,000
Staff:				
Executive Secretary.....	13,750	15,000	10,000	38,750
Assistants (3).....	27,500	30,000	16,500	74,000
Regional specialists (12).....	80,000	96,000	48,000	224,000
Clerical (24).....	86,000	103,000	51,600	240,000
Subtotal.....	207,250	244,200	126,100	577,550
Staff travel.....	7,500	7,500	4,000	19,000
Advisory Council travel.....	12,000	10,000	8,000	30,000
Office space.....	7,500	7,500	3,750	18,750
Printing and supplies.....	7,500	7,500	3,750	18,750
Telephone and telegraph.....	6,000	6,000	4,000	16,000
Miscellaneous.....	15,000	15,000	15,000	45,000
Publishing report.....			20,000	20,000
Commission operations total without grants-in-aid.....	305,250	325,200	209,600	839,050
Grants-in-aid:				
To universities.....	50,000	75,000	20,000	145,000
To State agencies.....	187,500	225,000	37,500	450,000
Other contracts.....	20,000	50,000	30,000	100,000
Subtotal.....	257,500	350,000	87,500	695,000
Grand total.....	562,750	675,200	296,100	1,534,050

Mr. PENFOLD. We appreciate very much the privilege of being at this hearing.

Senator ANDERSON. I am very pleased with the statement you make on page 4, that the purpose and objective of this legislation is to stop and take a good long look at the outdoor recreation today and the potential for tomorrow.

Don't you think there is a need to take a hard look at it now while land is still available before it may be used for some other purpose?

Mr. PENFOLD. There is no question about that.

Senator ANDERSON. This money that you have set down here, many years ago in my home community of Albuquerque it was proposed that

some land be set aside for a through highway north and south through the city. There was a complete void as far as buildings were concerned, but nothing was done with the proposal.

Now the interstate program has come along and they are going back and buying pieces of ground, with each little segment costing more than a through way right-of-way would have cost only 10 years ago.

Do you not think that this million dollars and more would be saved many many times over by either acquiring now or preventing the disposition at low prices of these rather priceless areas that are going to be needed for recreation in the future?

Mr. PENFOLD. I think the cost of this survey will provide the facts and will bring home to the people of the country as a whole and the leadership in the country as a whole—not only at the Federal level but at all levels—the overriding importance of outdoor recreation in our total situation.

Knowing these things, they will see the complete essentiality of making these acquisitions and making these decisions as quickly as they can because they will never be able to make them more cheaply than today. Certainly the situation at the Federal level, at the State level, at the community level, at the county level, will be tremendous if we get the kind of facts that this Commission would seek to get.

Senator ANDERSON. In other words, by spending a million and a half dollars now we might keep the Federal Government from spending hundreds of millions of dollars later in trying to acquire sufficient recreation space in this country for an on-rushing population.

Mr. PENFOLD. I think that is entirely logical.

Senator ANDERSON. I think so, too. Thank you very much not only for your appearance here today but for your long, hard, diligent work in getting this legislation ready. I certainly should be the first to acknowledge that.

Mr. PENFOLD. Thank you, sir.

Senator ANDERSON. Our next witness is Miss Harlean James, American Planning & Civic Association.

STATEMENT OF MISS HARLEAN JAMES, SECRETARY, AMERICAN PLANNING & CIVIC ASSOCIATION

Miss JAMES. Mr. Chairman, I would like to present Mr. Charles A. Fielding, who has recently been made the executive director of the American Planning & Civic Association and who no doubt you will have appearing before you in years to come.

Senator ANDERSON. Thank you.

Miss JAMES. I am the executive secretary of the American Planning & Civic Association, of which Mr. Charles M. Albright is the chairman of the board and U. S. Grant III, is the president.

As you know, the American Planning & Civic Association has for more than 50 years taken an active part in conservation programs. Personally, I have visited practically all of the national parks, a great many of the State parks, and I have traversed a great many of the national forests by automobile, by horseback, and on foot. I know and love these areas in this country.

Senator ANDERSON. Even when the wilderness areas get a little bit under fire, and there is a hearing in Silver City, N. Mex., you show up.

Miss JAMES. Yes. That is a wonderful area and I am glad we have it.

Senator ANDERSON. Thank you.

Miss JAMES. At any rate I have only a short statement here. I ought to preface it by saying that for practically every statement made before your committee this morning about the needs and the objectives of this survey we are in complete agreement.

However, we do call attention to some of the statements made in Mr. Conrad Wirth's presentation about the experience of the Park Service in what it has done under the authorization of the act of 1936. I won't repeat that because it is practically the same.

S. 846, by Senator Clinton Anderson and others, would set up a new Federal agency—a National Outdoor Recreation Resources Review Commission, composed of 15 members, 8 from Congress, and 7 citizens known to be informed of and concerned with the preservation and development of outdoor recreation resources, and experienced in resource conservation planning for multiple-resources uses, to be appointed by the President. Also there is to be an advisory council, composed of liaison officers appointed by the Federal agencies involved and 25 additional members appointed by the Commission from the States, representing some 16 categories.

We are in favor of a competent survey of recreational resources of the United States. But we beg to submit that such a survey is actually underway as of July 1, 1957, under the auspices of the National Park Service, as authorized by the act of June 23, 1936 (49 Stat. 1894). The act provides that—

The Secretary is authorized and directed, through the National Park Service, to seek and accept the cooperation and assistance of Federal departments or agencies having jurisdiction of lands belonging to the United States—

and in cooperation with the States and such Federal agencies to plan for adequate outdoor recreation areas for the American people.

Under authority of the act, the National Park Service cooperated with 37 States in developing preliminary park and recreation plans, but the program was interrupted by World War II, though in 1941 a report was published under the title, "A Study of the Park and Recreation Problem of the United States."

From 1940 to 1956 it is well known that the National Park Service was on a starvation diet in the matter of appropriations, while in the immediate postwar years the visitors to the parks had doubled.

Even in this interim the National Park Service participated in basinwide and regional planning studies, working closely with inter-agency committees concerned with water-resources development and representing the recreation-planning interests in these studies. The National Park Service has conducted a survey and prepared preliminary plans for preservation and use of recreation resources in Alaska.

Also, last year the Service conducted a survey of the Atlantic and gulf coast seashore areas suitable for public recreation and, with donated funds which have just been made available, will conduct similar studies on the Pacific coast and the Great Lakes region.

Senator ANDERSON. That is the original 1936 act?

Miss JAMES. Yes. And now, with Mission 66 funds available July 1, 1957, the National Park Service plans to cooperate with Federal and State agencies to develop a nationwide recreation plan.

Within the Service there is a standing Division of Recreation Resources and a Division of State Cooperation both of which have established working relationships with Federal and State agencies.

Our board in March 1957 stated its preference that this survey of recreation resources be carried on by the National Park Service under the authorization of the act of 1936 rather than by a new Commission. However, if Congress in its wisdom, does enact this bill into law, it is our hope that the utmost use will be made of the National Park Service. If, on the other hand, Congress does not pass this bill, we can all rest assured that a comprehensive survey of recreation resources will go ahead on July 1, 1957, under experienced direction, as already authorized by Congress.

We venture to sound one warning at this time about the possible establishment of a coordinated agency in the Federal Government for the administration of recreation. Our long experience leads us to believe that jurisdiction should run with the land and not with a classification of activities. We have opposed various bills to create a Federal agency of recreation which, we think, would add confusion to the agencies of the Federal Government responsible for the administration of various lands and waters.

I call your attention to two standing commissions, the one on recreation resources and the other on State cooperation; these have done a great deal of work and will be of infinite service to whatever agency undertakes the survey, in our judgment.

It is our belief that if Congress fails to act, the survey will be inaugurated on July 1 in any case under Mission 66.

Senator ANDERSON. Let me get that straight, because you cannot have it both ways.

Miss JAMES. No, but you can have it either way.

Senator ANDERSON. I was going to say you cannot say you are in favor of this bill.

Miss JAMES. I did not say I was in favor of the bill.

Senator ANDERSON. You are not in favor of the bill?

Miss JAMES. I did not say I was opposed to the bill. I am in favor of a survey. We would prefer to see it carried on as it has already been started under Mission 66 and under the authorization of the act of 1936. But if it cannot be carried on that way, then we say this is another way of doing it, and we certainly would enter wholeheartedly into cooperation with it.

Senator ANDERSON. But you do say, if on the other hand, Congress does not pass this bill, we can all rest assured that a comprehensive survey of recreation resources will go ahead on July 1 under experienced direction as already authorized by Congress.

Miss JAMES. That is our belief.

Senator ANDERSON. What have you got to base that on?

Miss JAMES. We have worked for a great many years quite closely with the National Park Service. We were very much interested in that act of 1936 when it was passed. As you know, the work under that was stopped by World War II.

Senator ANDERSON. Yes.

Miss JAMES. It then happened that the National Park Service was on what you might call starvation appropriations up until 1956, although in the meantime the attendance at national parks had doubled

in those years after World War II from the visitation just before World War II. That is, the Park Service has certainly been under a very heavy strain because of this.

However, when Mission 66 was planned, a 10-year program was set up not only to catch up on the facilities for handling all these visitors but for carrying on other work which had lapsed. Part of this was the reinstatement of recreation areas which were authorized under the act of 1936. If Congress sees fit to make another authorization that is bigger and better, perhaps that is very well, but we were satisfied with that.

Senator ANDERSON. Let me try to get this straight. Do I understand that you have stated the position not only of your organization, but you used a moment ago, the names of Mr. Albright, and U. S. Grant III. Do they agree with your statement that this legislation is not necessary?

Miss JAMES. Mr. Albright was presiding at the Board meeting and Mr. Grant was present when we passed the resolution in March.

Senator ANDERSON. Your resolution of March, as you interpret it, is that this legislation is not at all necessary.

Miss JAMES. It was. We preferred to see such a survey go forward under the authorization which Congress had already provided.

Senator ANDERSON. With the Congress in an economy mood, you could not do a more effective job of lobbying against the bill than to say it is not necessary.

Miss JAMES. Please do not call us lobbyists. I opened my statement here with the fact that I was pleased to have been invited to come. We do not go around lobbying.

Senator ANDERSON. If you want to read the definition—I have just been through the Lobbying Committee—in the law, an organization that exists to influence legislation is a lobbying organization, whether we like it that way or not.

When the National Wild Life Association or the Izaak Walton League comes up with reference to legislation it is lobbying. It is testifying, to be sure. I am not trying to call you a lobbying organization. What I am trying to say is that apparently your organization and the United States Chamber of Commerce are united in feeling that this is a bad proposal.

Miss JAMES. I don't know about the United States Chamber of Commerce.

Senator ANDERSON. It is the other organization that is against this bill.

Miss JAMES. I think that when we express a preference for the way in which it shall be done, that does not put us on record against a comprehensive survey.

Senator ANDERSON. I will only put it this way: If a bill for Hells Canyon comes before Congress and a witness says this is not the way to do it, and Idaho Power Co. should build the three dams, I conclude that the witness is against the Hells Caynon Dam. If you come in and say it is all very well if Congress wants to be silly and pass this bill, but if it doesn't pass it, the work can be done by the Park Service.

Miss JAMES. It would be done by the Park Service.

Senator ANDERSON. I do not question your right to testify against it. I want the import to be clearly before us. I understand that Mr.

Albright and U. S. Grant and others agree that this is not the way to do it and this bill should die.

Miss JAMES. I took a positive action and not a negative one. We said that we preferred to see this survey carried on by the National Park Service under the authorization of the act of 1936.

Senator ANDERSON. In that fact, is the Agriculture Department permitted to participate?

Miss JAMES. I understand the reservation on the Agriculture Department.

Senator ANDERSON. I believe you missed my question. You said under the act of 1936?

Miss JAMES. That is right.

Senator ANDERSON. Does the act of 1936 specifically exclude the National Forest Service?

Miss JAMES. It does specifically exclude the National Forest lands, but since then, under the general authorization in the bill to cooperate with other Federal agencies, the Department of Agriculture has cooperated with the National Park Service on various projects.

Senator ANDERSON. But not on this sort of project. On this it is excluded.

Miss JAMES. I don't know. It is no more excluded than it was on the other things.

Senator ANDERSON. It is excluded by the terms of the act of 1936.

Miss JAMES. The terms of the act are the same.

Senator ANDERSON. I think that a recreation survey, if it does not include the national forests, would not be a good survey.

Miss JAMES. I do not believe if this procedure were used that the national forests would be excluded. I believe the Secretary of Agriculture would cooperate as he already has on projects with the National Park Service. I may be wrong.

Senator ANDERSON. Surely. You can also say that the Bureau of Reclamation and the Corps of Engineers have cooperated in a thousand projects or a hundred projects, and then if you pass one and say but they shall not cooperate in this, then they shall not cooperate. This is one under the act of 1936 that says that shall not. Therefore, when you say you want the act of 1936 you want the Forest Service out of a survey of recreation.

Miss JAMES. I am not a lawyer, I admit. But I understand that legal counsel has given the opinion that the Forest Service could cooperate.

Senator ANDERSON. Can we have the benefit of that legal counsel? Who was it?

Miss JAMES. I cannot tell you that. It was in the Department of the Interior.

Senator ANDERSON. You certainly cannot do it on the suspicion. They either have or they have not.

Miss JAMES. I understand that the Department of the Interior has had legal advice to that effect. I cannot tell you the names and dates. I am not in the Department. I am a bit on the outside.

One thing I would like to add. The question came up in the House hearings about whether this survey would lead to any recommendations for a coordinated administration of recreation. I do not know whether it would or would not. I did want to put us on record on that question.

There have been, as you know, pending bills to create a Division of Recreation in the Federal Government. We have opposed those bills, so has the National Conference on State Parks, because it is our belief that jurisdiction runs with the land and should not be settled according to activities. So that it would be our hope that however this survey was made it would not lead to any administrative agency in charge of recreational activities. That we have gone into very fully over quite a long period of years.

Senator ANDERSON. Is there anything in the bill that suggests that?

Miss JAMES. There is not a thing. I would not have thought of bringing it up except that the counsel for the House committee asked so many of the witnesses about that point that I thought perhaps it was just as well for us to mention it.

No, there is nothing in the bill that I would see that would do that.

Senator ANDERSON. Thank you very much.

Miss JAMES. Thank you for listening.

Senator ANDERSON. I regret to find the Planning and Civic Association so strongly in opposition to the things that these other groups have desired.

Miss JAMES. We do think of ours as not being in opposition but as being for what we stated.

Senator ANDERSON. The next witness is Mr. C. A. Storm.

STATEMENT OF C. A. STORM, PORT SHELDON PROTECTIVE ASSOCIATION, GRAND RAPIDS, MICH.

Mr. STORM. I would also like to introduce Mr. Merchant. Knowing that the time is short we will submit our file and not go into the entire brief.

We wish to thank you and the others on this committee for having the foresight to plan for the future recreational needs of the Nation by sponsoring bill S. 846, which proposes to establish a National Outdoor Recreation Review Commission. The need for such a bill is great from the standpoint that our population is increasing, people have more and more leisure time to spend in our already hard-pressed recreational areas, and industrial developments are taking away at a large rate the very areas which we should be preserving for the future.

Positive action aimed at conserving these rapidly dwindling resources cannot begin too soon.

We represent a group of people who have a specific interest in your proposed bill and we attach a copy of our Port Sheldon story which goes into some detail on a specific case which we would like to bring to your attention, a case which we believe illustrates very graphically one of the major causes of the losses of our recreational areas.

We come from Grand Rapids, Mich.; 30 miles west of us is Little Pidgeon Lake. It is a very tiny lake of about 200 acres. We were a very happy community. It is a resort of long standing. It has a history dating back to the early 1900's.

Port Sheldon today is a resort made up largely of cottage owners and permanent residents, roughly 120. I might say that they are made up mostly of people of very moderate means. To many families the cottages represent a considerable investment. To each they represent a way of life. Many people from cities of Michigan and ad-

joining States have enjoyed vacations of rest and relaxation at Pidgeon Lake.

The peculiar thing about Pidgeon Lake is that it is fed by Pidgeon River and it empties into Lake Michigan through a very narrow sandy channel, which is often shifting. The beautiful feature of Pidgeon Lake is the fact that 50 percent of the time Lake Michigan is too rough and too cold for swimming or boating. That makes our 120 families so dependent on Pidgeon Lake for their recreation.

I would like to point out that on hot summer nights in the warm shallow channel leading into Lake Michigan from Pidgeon Lake as many as 500 bathers have been known to have been in the channel at one time. This is the area that is in danger.

In the fall of 1954 and the spring of 1955—

Senator ANDERSON. Let me say to you, that what we are primarily interested in in this testimony and this bill is a survey of recreation needs. I know your problem and difficulties with it—I think you relate it to a need for a correlated program, but we have witnesses who want to testify on the bill. You ought to submit that part of your story which relates to your particular problem to us.

Mr. STORM. Thank you. Could I go into very briefly the reason we think it is not necessary to destroy another recreational spot but to give you just a couple of brief facts?

Senator ANDERSON. Yes.

Mr. STORM. That is, as to what we suggest could be done to preserve it.

A mysterious land buyer began acquiring some land in the Pidgeon Creek area 5 miles north of Pidgeon Lake. We have that in our picture. We would like to stress that this same land buyer was interested in this area with no natural lake, no natural harbor. Mysteriously the site also was abandoned. They optioned quite a large portion of land.

The important thing is that there was no natural harbor or lake there. This is 5 miles north of Pidgeon Lake.

Very suddenly in 1955, the land buyer for this mysterious company was taken to the Holman property as being available for industrial use, which lies immediate north of Pidgeon Lake. It is a half mile area of fairly flat land immediate on Pidgeon Lake. The land buyer stated this is exactly what the client needed. No one believed then that Pidgeon Lake was in jeopardy. In fact we did not know until last year that Pidgeon Lake was.

When it became known that Consumers was the land buyer, we immediately had conferences with them to see what their plans were. We can show you with our illustrations of what they have planned.

Pidgeon Lake would be nothing but an elongated channel for their coal boats to come into Pidgeon Lake, unload their huge coal piles on the long shore of the lake, with huge breakwaters running out into Lake Michigan. Our channel area would be completely eliminated and because of the features of the 27-foot deep channel it would bring the bottom water of Lake Michigan into Pidgeon Lake cooling it to roughly 40° or 45°, which would make it unsuitable for swimming. We have had visitors to the site. I might add that one of the visitors we had was a man who in World War II built harbors throughout the entire Pacific area. He said this is silly. Consumers could put their own unloading facilities right on Pidgeon Lake on their own property

at much less cost than they could dredge out all of Pidgeon Lake, put their generating station in the same place, and still not keep Pidgeon Lake for all the property owners on it.

This they have refused to consider at all, just telling us that it would cost from 5 to 15 million dollars to do.

Our point is this: As I said, we are all people of modest means. When we are pressured by a large corporation like Consumers Power Co. to either sell our land that they need on their terms or face possible condemnation it is not an easy thing to resist. We would like to make just these few more statements—

Senator ANDERSON. I do say again this is a private quarrel and we are not in it, only as it relates to the general need of trying to preserve these recreational areas. I do think if you have additional comments they might be submitted for the record. Everybody that is on the committee other than me is going to have to read it anyhow. I have already been over this ground many times and am in full sympathy with what you are trying to do.

Mr. MERCHANT. Might I ask, Senator, if any survey according to the way you prepared your bill would be aimed at concluding a review or evaluation of the primary sources of encroachment upon recreational areas?

Senator ANDERSON. What the Commission would do I am not able to say. The power of the Commission in the bill is pretty extensive. Naturally they will look into the encroachment of all the wildlife and recreation areas of this country.

Mr. MERCHANT. It would not be just limited to an evaluation of what recreational areas and facilities remain?

Senator ANDERSON. I do not think it is limited because I say they have to know eventually how much recreation areas we are going to need. Before they lose any of those recreation areas, the future use for them would need to be pointed out. I think this population study and survey of recreational needs would show it.

I think this is a perfect example of how we use it.

Mr. STORM. That was our intention of bringing it before this committee. We know that your bill is for long-range planning which we endorse. Our only hope of defeating this is public opinion. If any of you in your high position could bring any pressure to bear upon the officers of the Consumers Power Co., it would greatly help us. We would invite any member of your committee to visit the site, as being a prime example of the very thing your bill is aimed at.

Lastly, if you would have any suggestion where we may turn for additional help we would appreciate it. We need the help and we need it badly.

Senator ANDERSON. I suggest that the staff take a look and see if there is any place we can help and we will be glad to do so.

Mr. STORM. Thank you.

Senator ANDERSON. Your folder will be made a part of the files of the committee.

Mr. Lifton.

STATEMENT OF FRED B. LIFTON, LEGISLATIVE COORDINATOR,
OUTBOARD BOATING CLUB OF AMERICA

Mr. LIFTON. I would like to appear before this committee to express our support in behalf of this legislation.

My formal statement has been prepared by my office in Chicago and should be in the mail some time here today.

Senator ANDERSON. It will be incorporated in the record at this point.

(The statement follows:)

STATEMENT OF FRED B. LIFTON OF THE OUTBOARD BOATING CLUB OF AMERICA ON
LEGISLATION TO CREATE A NATIONAL WILDERNESS PRESERVATION SYSTEM

The Outboard Boating Club of America is the national association of boating enthusiasts and outboard manufacturers. Its members include individual boaters, affiliated boating clubs, sportsmen's organizations and water skiing clubs, dealers in boating equipment and supplies, manufacturers of boating equipment and supplies, and manufacturers of outboard boats, motors and trailers.

OBC directs almost all of its efforts and expends almost all of its funds toward serving the boating public. These efforts include boating safety education, fishery research, improvement of waterfront facilities, and conservation and expansion of waterway resources. The activities of OBC demonstrate our concern for anything affecting the ability of the American people to further enjoy our outdoor recreational resources.

A few short weeks ago the Outboard Boating Club of America testified before this committee on legislation to create a National Outdoor Recreation Resources Review Commission. We vigorously supported the principle of a prompt inventory of our outdoor recreational resources, while at the same time urging a continual effort to provide adequate facilities without delay. This latter legislation—which has now been reported favorably by the Senate Interior Committee—encompasses wilderness areas in the broad spectrum of recreational activities which are to be studied and presumably improved and expanded.

We would certainly agree without reservation that the preservation of wilderness areas in reasonable acreage and in areas within our national forests and parks that are most conducive to such land use is highly commendable. However, the crux of the problem is to determine the extent of the areas to be so set aside.

Without minimizing the importance of preserving our great wilderness, let us never forget that the primary purpose in so doing is to provide another healthful outdoor recreation outlet for the American people. Our outdoor recreational resources are unfortunately not unlimited. They are in fact already overtaxed, and the anticipated demands of even the next 5 and 10 years stagger the imagination.

Hence, the question is not only the desirability of maintaining wilderness areas per se, but the extent to which the removal of these areas further diminishes already limited lands and play areas. It is no reflection upon the desirability of having an unspoiled wilderness to face the fact that only a relative few are able, or are of a mind, to enjoy it. By far the overwhelming number of American people prefer to take their recreation in a manner which to them is not quite so arduous.

One of the important reasons we have supported the creation of a National Outdoor Recreation Resources Review Commission is that such a group bodes well to be able to establish a proper balance of interest. Now we have little to go on beyond abstractions with which it is perforce difficult to quarrel. The tendency is to yield to makeshift compromises to accommodate the views of the groups more efficiently organized to scream the loudest and the longest. Hence, we urge the deferment of this legislation pending the early results of the proposed national stocktaking of our recreation resources.

This delay certainly is in no respect fatal to the interests of wilderness protection, as even the staunchest proponents of the instant bills agree that at the present time the administrative agencies are doing a good job in protecting wilderness within their particular domains.

This acknowledgment of existing adequacy on the part of the Forest Service, the National Park Service and other administrative agencies involved strikes us as somewhat of an incongruity: It is difficult to comprehend the need to interfere with a successfully working system by interjecting a new layer of government (the proposed Wilderness Preservation Council) of limited authority and purpose.

We wish also to affirmatively and particularly object to language in the proposed legislation (sec. 3 (b)) which would prohibit the use of motorboats in wilderness areas, and which elsewhere (sec. 3 (c) (2)) treats existing use of motorboats as a nonconforming use. We cannot comprehend the value of such a statutory prohibition.

By virtue of the mountainous character of some wilderness areas, it may be impossible or undersirable to use motorboats. In other places where limited use of motorboats is possible, nature itself will dictate the reasonable use (e. g., where portages are required, persons will obviously strive to use only a smaller and lighter motor). Where particular and unusual conditions might prevail, the best solution is disposition by administrative regulations. Express congressional language, necessarily inflexible in operation, is hardly necessary.

Finally, there are wilderness areas where water is the natural mode of transportation. Because the Indians were compelled by force of circumstances to convey themselves by canoe seems little reason to require modern-day Americans to adopt this exact type of behavior. Presumably, the purpose of creating wilderness areas is not to make these a paradise for canoeists only. There are hardly enough adherents of canoeing to justify the setting aside of millions of acres for their exclusive benefit. If we are to encourage the use and enjoyment of wilderness areas by greater numbers of Americans, we ought where possible to permit them to more readily traverse the wilderness in other than 17 century style.

Comfort is not the only factor. Safety and prudence also dictate the availability of today's efficient outboard motor. These provide the necessary safety factor in the event of sudden storms or injury to a participant.

We would hazard most sportsmen who plan to use these areas would be unhappy if we were also to outlaw the use of canned foods and bottled beverages, modern camping equipment, etc. They would say we would be ridiculous to prevent them from taking along modern medicines and other personal conveniences. Such a suggestion would "drawing the line too closely." We humbly suggest that many of the wilderness advocates are themselves "drawing the line too closely" in refusing to accept other modern conveniences whose effect on the wilderness would be inconsequential. "Unspoiled" is, after all, a relative and not an absolute term.

Again we return to the basic concept of the function of wilderness areas. For the limited few we may wish to set aside some areas where no vestige of the last 300 years shall intrude. Yet no one is insisting that anyone using these wilderness areas eat, dress, fish, and hunt in a manner exactly corresponding to our ancestors. If there is to be any widespread utilization and enjoyment of our basic resources, perhaps we need a modified form of wilderness. Here we should certainly permit limited access by water and even by road. We have at least the equal responsibility of letting our citizens get to and through these wonders of nature, as in protecting nature in its pristine state for its own sake. We have embarked upon an ambitious and necessary program of improvement of our national highways. It borders upon the ludicrous to spend billions of dollars to provide roads for people to get to recreational areas easily and quickly, and then leave them high and dry.

We believe many conservationists are impelled to take the somewhat extreme position of setting aside large areas for absolute wilderness protection because in the past many of our scenic sites and resources have been ruthlessly exploited and destroyed by interests whose only concern is with maximum profit. This ignores the fact that we can—if we wish—control this commercialization of our precious natural resource and at the same time make it possible for large numbers of Americans to enjoy these wild and primitive areas. The presence of a motorboat or even of a motor vehicle in some areas does not have to mean that there will also be a bevy of filling stations, hotdog stands, and billboards. Nor is there any evidence that motorboats have any destructive effects on the flora or fauna of these areas.

We in no way condone vandalism upon our natural resources. We stand foursquare behind all desirable and reasonable conservation measures. We do not believe this attitude in any way conflicts with the adoption of a wilderness policy acceptable to a broader base of our population. We deem it unrealistic and highly unnecessary to adopt as a policy the prohibition of all modern modes of transport irrespective of the specific conditions that prevail.

We agree a review of our wilderness resources along with others pertaining to outdoor recreation is much needed at this time.

A good deal of careful thinking on the subject is certainly required. As present administrative policies are by far and large effective, no basic change in our wilderness policy should be authorized until we should have an opportunity to consider the results of the national inventory of our outdoor resources.

Mr. LIFTON. My name is Fred B. Lifton. I am here representing the Outboard Boating Club of America. That title may be somewhat misleading if you don't understand what OBC as it is generally known in boating circles stands for. We are both a trade association representing the primary producers of outboard motors, outboard boats and boat trailers, but we are also a consumer organization spending a great deal of time and money in the fields of educating people in water safety, in promoting sensible and enforceable boating legislation, in developing facilities and doing all things that we think will better boating in this country.

I don't think it is necessary to repeat the many reasons why S. 846 should be promptly adopted by the Congress. I think the bill speaks for itself extremely well. The value of an inventory or stocktaking is very great, as emphasized this morning. I think it is very important in the field of outdoor recreation because we have had a phenomenal growth in the past few years.

I can't speak for all aspects. I can speak for boating because it has increased several hundred percent in the past decade. Today, for example, there are over 5 million outboard motors in use. We know that there are at least 20 million people, perhaps considerably more, who each year participate in outboard boating in more than an offhand manner.

We have the tremendous growth of the concept of family boating in the past few years that is very, very important and we would like to see continue. The thing that disturbs us most today is the lack of boating facilities. We are literally losing ground with each passing day and something must be done very promptly.

The only fears, if you can call them that, that we have about this legislation is that some persons might think that taking an inventory means standing still in our other programs. There is other legislation pending before this Congress which is extremely important in promoting and developing recreation for the people of this country. There are other programs that are underway by the public agencies and private groups that must keep on going if we are not going to fall farther and farther behind.

We look very much to this program to advance the cause of recreation in several fields. We feel right today, to take several examples, that recreation is getting the short end of the stick, if you will. For example, in the determination of the economic value of harbor projects, there is a great tendency to value the movement of a few tons of fish for commercial purposes while ignoring almost completely the activities of thousands of recreational boat users.

There is a tendency to close off miles and miles of existing and potential navigable waterways through the construction of fixed-span

bridges. We think the entire concept of wilderness legislation has to be examined very, very carefully so we are sure we are using our limited natural resources for the greatest good.

We would point out also that there are many private organizations in the field who could be of aid to this Commission. We would offer the full resources of OBC.

We have a very complete program statistically speaking showing who purchases boating equipment, where they purchase it, why, down to specific counties and metropolitan areas; we have an extensive survey of existing boating facilities. We think we could tell this Commission in fairly detailed fashion where the greatest need for future facilities exists.

We believe very, very much in this program. We think it can help us. We would like to be able to help the Commission wherever we can. We think water resources is very frankly the nub of outdoor recreation. There are many problems that have to be solved and we all have to work very hard and very quickly.

Commently only upon the various suggestions advanced today by the Department of Agriculture and the Department of the Interior on these suggested amendments, I would say that we would not look favorably upon any of the suggested amendments. I think the comments of the committee were most telling in that regard.

One that was not discussed, the length of time of study, I know this is a very comprehensive thing, but if anything we would like to see the time shortened rather than lengthened. We need the information quickly.

Senator ANDERSON. Thank you very much. It is very gratifying to offer the services of these groups because they will be needed and certainly water is a great recreational asset of this country.

Mr. LIFTON. Thank you.

Senator ANDERSON. We have a letter from Mr. Joseph E. Choate, secretary, National Association of Engine and Boat Manufacturers, Inc., which will be put in the record at this point.

(The letter referred to follows:)

NATIONAL ASSOCIATION OF ENGINE AND BOAT MANUFACTURER'S, INC.,
New York, N. Y., May 15, 1957.

HON JAMES E. MURRAY,
Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington, D. C.

DEAR SENATOR MURRAY: Thank you for your notification concerning the hearings to be held on May 15 by your committee on S. 846, for the establishment of a National Outdoor Recreation Resources Review Commission. In the interest of conserving the time of the committee, we have elected to file this statement with the request that it be made a part of the official record.

The National Association of Engine and Boat Manufacturers, Inc., is a non-profit trade association which was formed in 1904 for the purpose of promoting the interests of its members as manufacturers of pleasure boats, engines, and motors, and all kinds and types of gear and accessories that go on or in pleasure boats. Today, we have 335 members, all of whom are in some way connected with recreational boating in the United States. We are the only national association representing all types of boatbuilders and engine manufacturers, i. e., inboard and outboard.

The National Association of Engine and Boat Manufacturers favors the enactment of S. 846, which would establish a commission to study the outdoor recreation resources of the United States; both land and water. Such a study seems to us not only desirable but necessary, as the most logical means of assuring intelligent planning for the long range use by the many millions of our citizens who, in one form or another, seek outdoor recreation. Our interest in such a

study becomes quite apparent when it is realized that in 1956 an estimated 28 million persons in the United States took part in recreational boating, or about 17 percent of all persons living in continental United States. Additionally, there were an estimated 5,971,000 pleasure craft in existence in this country in 1956 or 1 for every 28 persons. Boating today, is unquestionably the Nation's No. 1 family sport and all signs indicate further growth and participation. We are enclosing herewith the complete 1956 statistics on boating as compiled by the industry advisory committee on statistics of our association.

We are pleased to note that water areas where boating is conducted or may potentially be conducted are included in the definition of "outdoor recreation resources" in section 2 (2) of S. 846. This recognition of boating, together with a realization of the magnitude of boating as a family recreational activity, leads us to the conclusion that the interests of both the industry and sport of boating are an integral part of the study contemplated by S. 846. We sincerely hope your committee shares our view in this regard.

Please be advised that our association is prepared to suggest the services of outstanding individuals from the industry and sport to serve on either the Commission itself or the advisory council. Moreover, our paid staff, both in New York and Washington, are available to assist in the study, in any way possible.

A similar statement was filed with the House Committee on Interior and Insular Affairs when they conducted hearings on H. R. 3594, the companion legislation in the House to S. 846.

Sincerely yours,

JOSEPH E. CHOATE,
Secretary.

Senator ANDERSON. On March 12, 1957, Mr. Ival V. Goslin, engineer-secretary of the Upper Colorado Commission, at Grand Junction, Colo., wrote Senator Dennis Chavez, chairman of the Public Works Committee, asking to be notified when hearings were scheduled on this bill—S. 846.

Senator Chavez forwarded his letter to Senator James E. Murray by "inside mail"—a mail service within the building here.

By mistake, it went to Representative James C. Murray, who opened it by mistake, wrote "Wrong Murray" on it, and gave it back to the post office.

Somehow, the letter got addressed to James E. Murray at 2992 West 83d Street, Chicago, Ill. At that address, it was marked "Not here" and given back to the post office.

The letter then went out to Montana, back here, back to James C. Murray, back to Chicago and finally, after 2 months, to Senator James E. Murray.

The letter reached Senator Murray at 10:30 a. m. today—too late to notify Mr. Goslin at Grand Junction so he could testify.

We regret he has not been notified, but we will put Mr. Goslin's letter to Senator Chavez in the record. The letter is an endorsement of S. 846.

(The document referred to follows:)

UPPER COLORADO RIVER COMMISSION,
Grand Junction, Colo., March 12, 1957.

HON. DENNIS CHAVEZ,

United States Senate, Washington, D. C.

DEAR SENATOR CHAVEZ: The Upper Colorado River Commission at its meeting February 28, 1957, discussed several bills that are now pending in the Congress, and which, if enacted into law, would materially affect the development of the water and land resources of the Nation, and especially of the upper Colorado River Basin.

The commission is officially on record as supporting S. 846 which was introduced by Senator Anderson on behalf of himself and Senators Murray, Watkins, Carroll, Barrett, Kuchel, Allott, Neuberger, and Mundt, and H. R. 3594, intro-

duced in the House by Congressman Engle for the establishment of a National Outdoor Recreational Resources Review Commission.

The commissioners are unanimously and vigorously opposed to H. R. 500 (Saylor) which would establish a National Wilderness Preservation System and a National Wilderness Preservation Council. It is also opposed to other similar or identical bills such as H. R. 361 (O'Hara of Illinois) ; H. R. 540 (Baldwin) ; H. R. 906 (Reuss) ; H. R. 1960 (Metcalf), and H. R. 2162 (Miller) which may have been introduced in either the Senate or House.

If and when hearings are held on any of the above-mentioned bills, the commission desires to be notified in order that it may submit the appropriate testimony.

Sincerely yours,

IVAL V. GOSLIN,
Engineer-Secretary.

Senator ANDERSON. Mr. Brower. We are certainly glad to have the Sierra Club here as a witness before this committee.

STATEMENT OF DAVID R. BROWER, EXECUTIVE DIRECTOR OF THE SIERRA CLUB, SAN FRANCISCO, CALIF.

MR. BROWER. Thank you, Mr. Chairman.

Mr. Chairman, I have a fairly bulky statement, and if I have the committee's permission, I shall not read all of it.

Senator ANDERSON. I would say to you that Mr. Penfold according to the printed record read every word of his statement and I think he did one of the finest jobs of selectivity in a long time. Anything you wish to do in the same pattern will be appreciated by the individual now in the chair.

MR. BROWER. First I should like to summarize, and I have in the prepared statement a summary that I would read.

On behalf of several organizations, I have come from San Francisco for the special purpose of presenting testimony in support of the outdoor recreation resources review bill. Those groups are the Sierra Club, the Federation of Western Outdoor Clubs, Trustees for Conservation, and the Fifth Biennial Wilderness Conference.

With your permission, I should like to summarize my statement, as well as the functions of these groups, and to present the full statement for the record ; I should also appreciate being allowed a few days in which to present supplementary testimony.

I want to interpolate here the admiration of all the organizations for the good work of the sponsors of the legislation and the good work of the Izaak Walton League in bringing it to where it is now.

ORGANIZATIONS

The Sierra Club, founded in 1892 by John Muir, is perhaps the oldest organization in the country devoted to the conservation of scenic resources. Its headquarters are in San Francisco, and its 11,500 members come from—and live in—almost all the States and prospective States. It is affiliated with the Natural Resources Council of America, of which I am present chairman, and the International Union for Conservation.

The Federation of Western Outdoor Clubs, with which the Sierra Club is also affiliated, brings together some 30 outdoor groups in the States of California, Oregon, Utah, and Washington, and the aggregate membership is about 30,000. Dr. Karl Onthank, of Eugene,

Oreg., is the federation president and has asked me to speak here in its behalf.

Trustees for Conservation is a task force of 51 nationally known conservationists organized in San Francisco late in 1954 to give special assistance to the nationwide effort in conservation education. There is no general membership. It is supported by small and modest donations from conservationists all over the country in response to calls for help on specific tasks. TFC's two primary tasks now consist of supporting the National Wilderness Preservation System proposal and the companion measure now before you. From time to time I represent the trustees in Washington.

The Fifth Biennial Wilderness Conference is more of an occasion than an organization. The Sierra Club has sponsored all five, but has been only one voice in many which the conference recommendations represent. This last March 14 and 15 the conference was co-sponsored by the American Planning and Civic Association, the Federation of Western Outdoor Clubs, the Izaak Walton League, the National Parks Association, and the Wilderness Society, with a further major contribution from the California Academy of Sciences. The National Park Service and Forest Service generously provided the chairman and vice chairman of the conference. In all, 416 conservationists and resource managers met, coming from 120 organizations. The two chief subjects of the fifth conference were the preservation of scenic open spaces for outdoor recreation and the preservation of wilderness. The conference recommendation quoted herein was voted unanimously, it being understood that representatives of the five Federal land-management agencies would need to be recorded at that time as abstaining from voting. One of the conference summarizers was Marshall Dana, former president of the National Reclamation Association and present chairman of the recreation subcommittee of the Columbia Basin Interagency Committee.

SUMMARY OF STATEMENT

1. In January of 1956, after many months' preliminary study, the Sierra Club proposed a scenic resources review, in which conservationists would try to look ahead as far as the producers of commodities have been looking, in order to find out what scenic resources are left, to make an estimate of the future's need for them, and to devise ways of protecting them in time. By "scenic resources" we mean certain outdoor recreational resources—parks, wilderness, and wildlife and the recreation derived from them, as my full statement explains in detail.

2. We believe that the present legislation provides a way to climb the first two steps sought in the scenic resources review:

- (1) To obtain an inventory; and
- (2) To project future need.

There are other ways, to be sure, but this legislation is an excellent way, and we support it, knowing that in this situation timely action is better than delayed perfection.

3. We feel strongly that the commission's effort should make the most of, but not supplant, other conservation programs now before the Congress. For example:

(a) The National Wilderness System: No matter what data the inventory may later develop, we need now to have Congress recognize

and protect wilderness that has already been designated, and for which the future's expanded population will have more need than there will be land enough to supply. Existing protection has been well pioneered by the executive branch; but wilderness, since it can be wild only once, needs the further, responsive protection which only the legislative branch can provide.

Senator ANDERSON. Do you think there needs to be additional legislation on wilderness areas at this time? I have had that question raised. It does not need legislation as much as it does enforcement of existing regulations.

Mr. BROWER. We feel it needs legislation and very strongly so. We will be presenting that case when the bills providing for that are up for hearing.

Senator ANDERSON. Thank you.

Mr. BROWER. (b) Mission 66, Operation Outdoors, and Operation Waterfowl: Although there are extremely important forward-looking aspects to these programs, they essentially amount to catching up on a backlog of conservation work that has been needed since well before the start of World War II. There is serious danger of irretrievable loss if they are delayed. For these programs action is needed, not further study—although we shall all be interested in the detail of the actions, and from time to time we shall probably ask for less of one kind of action and more of another.

All four of these proposals and programs, then, can go on, and we feel, should go on. Each in its own right can help the Outdoor Recreation Resource Review Commission in its own study.

AMENDMENT TO PROTECT STUDY

To protect the integrity of the study proposed in this legislation—that is, to prevent the Commission's 3-year inventory from losing its meaning and value—we earnestly urge an amendment that would in effect permit the Commission to post a "closed during inventory" sign on certain public lands which are of high scenic-resource potential and which are not now designated for that purpose. Such a provision could guard against premature commitment of these lands to uses which are not compatible with the highest use the Commission would wish to recommend for them.

Stated another way, these undesignated lands are the jewels of the estate, which the Commission needs time to count, to appraise, and to plan to distribute fairly to the heirs—all the heirs, not just the oldest, the strongest, or the loudest of them or those in the biggest hurry.

As a solution, therefore, we would suggest an amendment something like this—or whatever you feel would best accomplish the objective:

Amend section 6 to add, at bottom of page 7 of bill; a new subsection (e), the present to be relettered (f):

(e) Pending completion of the inventory described in subsection (a) herein, and upon request of the Commission, the Secretary of the Interior (and of other departments, as appropriate) is authorized to reserve public lands of probable high scenic, recreational, and scientific potential whereon there shall be no intrusion or development that would preclude subsequent use of said lands for the highest public good in accordance with criteria developed by the Commission in the course of the inventory. The Commission shall notify the Committees on Interior and Insular Affairs of the Senate and the House of said

requests, and all reservations so provided for shall terminate June 30, 1960, or six months following the Commission's terminal report to the President and to the Congress.

Senator ANDERSON. That is not an unreasonable request if you compare it to the fact that the armed services reserved certain lands at the time of the Korean difficulties in 1950 with the understanding that they would be turned back at the conclusion of activities. We found out the other day they still have all that land and have not turned it back as yet. So they are taking time to study it. It is not unusual if they can study one parcel of land for military purposes you might study another parcel of land for recreational purposes.

You have not advocated a complete withdrawal. You have advocated a very temporary withdrawal.

Mr. BROWER. That is correct. A temporary segregation and withdrawal from entry or whatever the proper language should be.

ARGUMENT

1. For example, if the Commission perceives early in its inventory that the spectacular portion of the California coast now in the Hunter-Liggett Military Reservation has noteworthy or outstanding possibilities for national-park status, and if the Commission's projection of future needs shows that a national park here may be highly desirable and feasible, then a tool is needed to see that it does not slip away—for example, to the General Services Administration for disposal and subdivision. It needs to be held until the final report can be appraised.

If the military were now to decide that they do not want it, the present law provides it goes to the General Services Administration for disposal, and there is quite a bit of hazard in that procedure. There are real national park values in that stretch of coast.

2. There are many similar areas, already in controversy, concerning which the Commission's report should be available before irrevocable decisions are made. For example, North Cascades of Washington—timber crop or park? Bruces Eddy—wildlife range or reservoir? Three Sisters Wilderness, Oreg.—scenic recreation and wilderness, or dam and working circle? The Narrows, Snake River, Wyo.—beautiful highway and key wildlife range, or power dam?

3. If the decision is in favor of the commodity use and the decision is acted upon, the commitment is for all time.

4. If the decision is to reserve judgment three years until we have better perspective, nothing is lost for 3 years later on.

5. If after 3 years, scenic-resource dedication wins out, even that decision will always be subject to reversal.

6. Thus what this amendment is seeking to do amounts to asking 3 years' time before deciding for all time.

7. The country is not so resource-poor that everything must be exploited now, or so rich in scenic resources that it can squander them. It is important to remember that recreational use is now dispersed over all our wild lands, whether they are designated or not. That use must all be concentrated on whatever open space we can save, which will be far less than we have now. And to this concentration will be added tomorrow's heavier load.

8. With this amendment, we would end up with three categories of scenic open-space resources, each of which might be figuratively posted as follows:

(a) "Sample—Don't Sell"—our already dedicated parks, monuments, wild, wilderness, and roadless areas, for which there are no substitutes. Commercial resources in them are too scant to have a long-range effect on the Nation's economy. The scenic resources in them, however, can perpetually benefit the Nation's cultural welfare and the enjoyment of living.

(b) "Closed during Inventory"—areas that may or may not need to be designated for special preservation. The Commission's study will help us decide in a better perspective than we have now.

(c) "Business as Usual"—everywhere else.

To summarize my summary:

The four groups in whose behalf I speak are in support of this proposal.

It is needed in addition to the legislation for wilderness preservation, Mission 66, Operation Outdoors, and Operation Waterfowl.

To protect the integrity of the Commission's study, there should be a "closed for inventory" proviso for certain lands.

And the job needs to be started with minimum delay. Had you people not been working so late here last summer, you would have known how dense the vacation crowds were out beyond suburbia, out where the scenery is. For all that, the current Nation's Business informs us that half the people in this country took no vacation at all last year. The need becomes still more urgent when we realize that every minute there are $5\frac{1}{2}$ more people in this country.

At that rate, there are now several more than there were when I stepped up to the stand; and, thanking you for this opportunity, I'll stop before it gets too crowded.

I would like to supply a brief letter I wrote the American Forestry Association, pertaining to what the Sierra Club has done with respect to encouraging wilderness use.

Senator ANDERSON. That material when received will be put in the record at this point.

(The document referred to follows:)

THE SIERRA CLUB,

San Francisco, Calif., April 24, 1957.

EDITOR, AMERICAN FORESTS,

519 17th Street NW., Washington, D. C.

WILDERNESS—OUTINGS AND THE BILL

DEAR SIR: Forester Kenneth Pomeroy, in April American Forests, has issued a challenge which the Sierra Club cannot let pass. "The AFA," he said in talking about its excellent Trail Riders expeditions, "challenges any organization to do as much toward bringing a wilderness experience within the reach of people of ordinary means."

Let's look at some statistics.

The AFA Trail Riders, Mr. Pomeroy says, have ridden for the past 24 years. This year's expeditions, if I count correctly, will accommodate 360 people if filled at an average cost of \$22.50 per day.

The Sierra Club, founded 16 years after the birth of the AFA, has conducted wilderness outings since 1901, with time out for 2 wars (4 years skipped). This year's expeditions will, if filled, accommodate 1,800 people at an average cost of \$5 per day. Last year 1,700 went at that rate. In all our history, our outings have accommodated 25,000 people for a total of 300,000 man-days of wilderness travel.

Out of our experience, and our desire to see this opportunity perpetuated in the fairest possible way, the Sierra Club has helped formulate the national wilderness-preservation-system idea. This was done in the course of our many biennial wilderness conferences, participated in by hundreds of conservationists and resource administrators from all over the country. The Sierra Club fully supports the wilderness-system idea and the current legislation to create that system.

We should be happy to submit, for publication in *American Forests*, our demonstration of the fact that, when land is dedicated to wilderness preservation, it is dedicated to multiple use in perpetuity, and by no stretch of the imagination to "exclusive use."

Incidentally, we are pleased to invite members of the AFA, and of other organizations in the Natural Resources Council of America, too, to attend any of the Sierra Club's 1957 wilderness outings. This summer they are in various parts of six Western States and British Columbia—high trips, base camps, river trips, burro trips, and knapsack trips, all run on a nonprofit basis for anyone who can walk (with a few spare horses on hand for those who cannot). A postcard to us at 1050 Mills Tower, San Francisco, will bring a 32-page Sierra Club bulletin with all the details.

Howard Zahniser—and his whole family—have been on some of these trips. We wish Ken Pomeroy and you, Mr. Editor, would come too. We think you'd then better understand why we think the AFA got off on the wrong foot in opposing the wilderness system, and why we believe the proposal can bring about the most important conservation step since the National Park Act of 1916.

Sincerely yours,

DAVID R. BROWER, *Executive Director*.

Mr. BROWN. Just to summarize briefly, the American Forestry Association was very properly proud of what it had done in its trail riders of the wilderness program, getting people back into the wild country.

Being chauvinistic, or something like that, I had to counter with what the Sierra Club had done. It has been running wilderness outings since 1901. In the course of that time some 25,000 people have spent about 300,000 man-days on a series of wilderness trips. Last summer we had 1,800 people out. The overall average cost per day for these people was \$5.

Senator ANDERSON. I want to say I have become familiar with some of that, and I think it is a very fine thing and helps the whole wilderness cause by taking thousands of people out into the wilderness area.

Mr. BROWER. Thank you.

Senator ANDERSON. Thank you, Mr. Brower. We will put into the record the statement that you presented to the Sierra Club, and these other documents.

THE NEED FOR THE OUTDOOR RECREATION RESOURCE REVIEW

Mr. BROWER. We people attending this hearing, about scenic-outdoor recreation, and people everywhere, have a very important question to address to ourselves. How much right does one generation have to another generation's freedom? Can we of this generation, in conscience, pay for our freedom by mortgaging the freedom of our children? Is it our ethic that we are privileged to write the rules to which all the subsequent generations of our civilization must be committed, and by which they must abide, irrespective of their own wishes?

Thomas Jefferson, long ago, said that one generation could not bind another; each had the right to set its own course. Go out across this land and try to find someone to argue that he was wrong. You won't find a taker. It is the national consensus that we don't have this right.

Deeds are not matching words. This generation is speedily using up, beyond recall, a very important right that belongs to future generations—the right to have wild lands and scenic open spaces in their civilization, even as we have them in ours; the right to find solitude somewhere; the right to see and enjoy and be inspired and renewed, somewhere, by those places where the hand of God has not been obscured by the industry of man.

No group is more concerned with the preservation of this right, as it pertains to the most beautiful samples of original America, than are you who assemble here. Your leadership will determine the fate of that right, so far as people of our time can pass opportunity along to our sons. Apathy here can mean that we pass them a dead torch. Or we can keep it aflame, knowing that this is a very special torch that man cannot light again.

There is a special mission in the broad field of conservation, the conservationist's mission. There is a difference between the two terms.

On the one hand, conservation alludes to management of resources, using them wisely and they may last longer. We approve of conservation, yet we know that it is limited to the factors of rate and duration of use. For example, oil will last twice as long if we use it half as fast or twice as efficiently. In the end, however, no matter how well we manage the resource, time catches up with us.

On the other hand, conservationists are concerned with preserving for all our time certain important scenic resources—our resources of wilderness, parks, wildlife, and the recreation and inspiration man may always derive from them. Always, that is, if each generation, including ours, takes care of the few places we have left where they still are.

So there are two sides in conservation, in effect, just as there are two sides to a coin. One is concerned with tangible commodities, the other with intangible qualities. Each side is presently oriented to look in opposite directions. Yet each must live with the other. What we probably need, it occurs to me, is a coin forged of transparent material, so that both sides can look in both directions.

THE CONSERVATIONIST FORCE

In any event, as a short definition, the conservationist is the man—or the part of him—more concerned about what certain natural resources do for his soul than for his bank balance.

There are a lot of him—more than 2 million loosely organized in the Natural Resources Council of America. The numbers are growing far more rapidly than our population. Every time a new tract of houses goes up on a bulldozed hill, or a new freeway blots out more acres of fertile land, or a new dam inundates a scenic stream, or there's a vacant space where a great tree was, or a whooping crane turns up missing from its dwindling group—every time one of these things happens, the conservationist force grows stronger, for there is that much less left, and more people will rally to protect it. Theirs is not a force to blind opposition to progress, but of opposition to blind progress, a force that is determined to see that progress does not take away important things from mankind, forever, in order to benefit a few men now.

The conservationist force, I submit, is not a pressure group. It merely demonstrates the pressure of man's conscience, of his innate

knowledge that there are certain things that he may not ethically do to the only world he will ever have, and to the strictly rationed resource of natural beauty which still exists in that world. The conservationist force does not need to be pressed into action. It needs only to be told what is happening, and its voice of conscience speaks.

One of the principal urgings now of conservationists is that we rapidly undertake a scenic and outdoor recreation resources review, looking ahead to the future's need for beauty and space as well as the resource managers have scanned the future's need for commodities. This review must have a strong national leadership—leadership far enough removed from an immediate problem to have clear perspective. Local leadership has its own values, but a telling example of its limitations is all too evident in the San Francisco Bay region, where there is an incredible refusal in some cities to face up to the burgeoning menace of smog.

I have previously sent to members of this committee an article, *Scenic Resources for the Future*, which recently appeared in the *Sierra Club Bulletin* and submit here a reprint which I hope you will incorporate in your file. This article proposes a review of our resources of parks, wilderness, wildlife, and incidental recreational opportunities, and discusses the several questions, What do we have; How much space will we need; Who else needs the space; Where are the conflicts for space, and Who needs the space most? The first two questions are asked in the present legislation, which can provide a basis for answering two more.

But while the recreation review bill is concerned generally about the importance and number and need for our resources of open space and what civilization is doing to them, it has nothing to say about the means of resolving conflicts—question 5. These must be resolved if we are to retain islands of open space in the sea of tomorrow's civilization. If this legislation is enacted, as we hope it will be, this key question—how to resolve conflicts—will need to be attacked promptly by the Commission and its advisers. This is not only a key question, but also a tough one. Since 8 of the members of the Commission will come from this committee and its counterpart on the other side, I ask that you indulge my trying to attack the question, with emphasis on the most fragile of our open spaces, our wilderness.

To start with a broad view, the early history of man's civilization dealt with the problem of finding enough enclosed spaces—caves in the beginning, then crude shelters, then walled cities, followed by the early beginnings of suburbia when there was no longer room enough within the walls for all the people of the cities. Only recently have we begun to change our concern. The problem seems no longer to be one of enclosing space, but of leaving enough of it open to meet our needs for greenery and for every man's "slice of sky" that author Wallace Stegner has spoken of.

We know we need some of this in our own garden for the edges of our daily existence—something to look out upon at breakfast, or before dinner. We need more space nearby for our weekends, where on a March day a boy may fly a kite, or a family may picnic and stroll. For our holidays we need accessible open space within range of our faster transportation, better roads—and heavier traffic—bearing in mind that we shall soon have more 3-day weekends than we have now. For our lengthening vacations we will need the big spaces.

These are rough criteria for outdoor-space needs that you may wish to bear in mind then—daylight-saving plots, weekend and holiday areas, and vacation regions. They won't set themselves aside. We have to plan for them as the population avalanche flows over the land. And we have to plan generously if we are to make sure that what our civilization is doing for living standards is to extend far enough to encompass man's standards for life.

To start with, the Commission will wrestle with the questions of where our scenic open spaces are and how much we shall need. At first the Commission may raise more questions than they can answer. There are already many conflicts for space and they will find many more. The resolution of those conflicts will depend upon the answer to the question, Who needs the space most?

It goes without saying that the decision should be based on the half-century-old objective of providing the greatest good for the greatest number in the long run, or "in the highest public good"; but that is a destination, not a route. We know where we want to go. The question is how do we get there?

It would be helpful, in resolving the conflicts for space which we see taking form, to have on hand a battalion of men with the wisdom of Solomon. They should also be handy at putting bells on cats.

What I should like briefly to do here is:

- (1) Consider a few of the conflicts in some detail;
- (2) List the tools we have for resolving conflicts, and recommend an equitable basis for interpreting data;
- (3) Try to arrive at the criteria for decision;
- (4) Suggest some courses of immediate action;
- (5) Mention one of our most important object lessons; and
- (6) Then append a conclusion.

It's a big order. If in the course of this I sound dogmatic, please forgive me. It's just that I am trying to stick to direct sentences for brevity's sake.

WHAT ARE SOME OF THE CONFLICTS?

1. MAN AGAINST SPACE

Man has demonstrated, as clearly as he has demonstrated anything, that he is prolific enough to explode across the land—not with the rapidity of an epidemic, of course, but more thoroughly and with far more lasting devastation of the natural resources of the only world he has yet contrived to live upon. We can label this statement "neo-Malthusian," but the labeling solves no resource problem. The members of what we could label "the Science-Will-Save-Us-Society," will have quite a burden to prove that science really can save us. Science can do wonderful things, but our scientists can only begin to gather data on the new problems civilization presents every year, and in turn can only begin to publish and interpret their data.

A serious problem confronting scientists, and one upon which no conservation organization I know of has adopted a policy, is the population problem. It is an especially touchy cat to put a bell on.

Natural scientists know full well what happens when there is an explosion of population in deer; the deer themselves lose vitality and starve by the thousands because they have overloaded their range.

Mankind has a range, too, and it has a maximum carrying capacity consistent with a good life. We may argue about how many people the range can withstand, but we can hardly argue that there is no limit. We have strong intimations, as we watch the sea of smog rise around us, out in California that the limit is approaching faster than we thought, and from a different quarter. It may well be shortage of clean air—not of Colorado River water that brings us to a sudden halt.

Whatever the limiting factor, and, though our engineers cover the earth with a mezzanine floor, we know that we shall come to a day when we can no longer double our population, or even add to it, without lasting regret. Perhaps we shall continue to worship growth until midnight of that last day.

But there is a brighter possibility and it is worth working hard for. When the light turns red, you stop before you hit the car ahead. If you don't, you're in trouble. The margin between us and trouble is our scenic open space and our wilderness. We vaguely sense its essentiality; later and wiser men will know it surely, in the crowded world we are letting their heritage become. For them, we could skimp a little on gadgets, even our most elaborate gadgets, even as they shall one day have to skimp, and with so much less wild world to repair to.

The brighter possibility, then, is to look for substitutes before we have completely used up a given resource. Perhaps we, as present stewards for the natural resources of all generations, could revive the practice of tithing—giving 10 percent to the future. Not 10 percent of what this generation received from the last, but a tithe of what was here, in our best estimate, when white men began to spread over this continent. If that sounds overgenerous, remember how few are the generations who have used up the 90 percent, and how many generations will need what's left, to leaven their otherwise ersatz world.

2. MINERAL PRODUCTION

Consider copper as an example—copper versus wilderness. Magazine advertisements are currently saying that “there is no substitute for copper.” We know that the same is true for wilderness; that truth is implicit by definition. But there will have to be a substitute for copper when we have so reduced the world's supply that it joins the ranks of precious metals. There have already been substitutes. In World War II we were confused a little, but not hurt, by having to use substitutes for copper pennies. Mr. Lincoln lent the same dignity to both, and one bought as much as the other. Our economy went on. That is the same war that Lucky Strike green went to, as most of you will remember. That green pigment on the cigarette package, I am told, required, in the aggregate, a prodigious amount of copper, which as it became lost to man's use, simultaneously became litter on his streets. I don't believe sales suffered when American Tobacco Co. changed from green to white.

The low-grade copper ore within Washington State's North Cascades wilderness country, and in all the other wilderness, could delay but briefly our dependence upon a substitute for gross uses of copper. We shall have to find a substitute eventually and our technicians will. But man will never be able to reconstitute the primeval in Glacier Park once he has breeched its superlative redoubt, which he has the tools

to do. These are the years of decision—the decision of men to stay the flood of man. We shall have to decide whether to hand the future two voids or one—a world without copper and the primeval, or just without copper.

3. WATER DEVELOPMENT

Where water development and wilderness preservation are in conflict, we can remember that gravity will take water down out of parks and wilderness to places where man wants to use it or store it. Optimum development downstream can preclude irrevocable damage to wilderness values upstream. Quite often it will cost less; but even if it were to cost more in dollars, it would save what dollars cannot put together again.

The conflict with hydroelectric development is more direct, for man wants to get energy from the water that gravity brings down. Alternate sources of energy are coming fast, however, and we can afford to wait for their perfection rather than sacrifice scenically important streams, canyons, and valleys. We need to remember that our choice to preserve is temporary at best. Our choice to sacrifice requires all future men to live by our choice. We shall have written the rules for them, and indelibly.

4. WOOD PRODUCTS

The Timber Resources Review has demonstrated that our principal opportunity to meet the future's need for timber lies elsewhere than in the virgin forests of our best wilderness and park lands. The National Lumbermen's Association has gone even further. Its recent releases have stressed the need for expanding the timber market and have stated that we are growing one-third more timber than we are harvesting; they are therefore opposing the timber-reserve part of the soil bank. Plywood people are concerned about imports of plywood. Moreover, in the immediate future we can see a minor revolution in the wood-products industry in the promise of the chipper, particle board, and alternate sources of cellulose.

In the absence of a policy which provides specific criteria for determining how much wilderness we shall need to preserve, and in the presence of abundant promise of substitutes for wilderness forest, and considering also the many values for mankind the wilderness forest affords—multiple use of the highest, longest, most diverse order—we should not be hard put to decide the course to vote for in the timber-versus-wilderness conflict.

5. HIGHWAYS

These had better go around, not through, our scenic gems unless we want the face of our land crisscrossed by high-speed routes to places that might have been beautiful. We have the potential of drowning ourselves in automobiles, of so overloading our hardened arterials that first the pleasure of driving will disappear—and then the motion.

Our children shall need parklike places where they can have a change of pace and mood—where they can spend a good chunk of time and become part of the scene for a while. It will not be enough for them to screech to a stop because of a traffic light or traffic jam, then roll down the window for a quick sniff of the great outdoors be-

fore the man behind blows his horn. Many people fear that our engineers are more skillful at moving vehicles than at moving people, and that a lot of space is being used up in the process.

We are enamored of horsepower, of highways and freeways, of covering more ground more quickly and with greater safety. In our ardor, however, we may well consider that it is very hard to undo a freeway and impossible to redo a wilderness.

6. OTHER CONFLICTS

There are other conflicting demands for our present scenic open spaces, conflicts brought on by our needs for flood control, industry, food and forage, by urbanization, and by recreation too. There is no need to go into further detail about them at the moment. They are all real needs for things we want and believe in. Is it possible that with reasonable restraint we may eat cake and have some too?

WHAT TOOLS FOR REVOLVING CONFLICTS?

What tools have we already fashioned, or what can we invent, to resolve these conflict?

1. FACTS

First, we need facts about resources. Many organizations are assembling them, and more help is needed. For scenic resources, the organizations prepared to do the best job nationally are the National Park Service, which has a program based upon a 1936 law and mission 66; the Forest Service, which has now come up with its Operation Outdoors; and the Fish and Wildlife Service, now developing its own 10-year plan. I am sure you have already heard much about these. California is off to a good start, if a late one, with its imminent recreation plan now before its legislature. Many other agencies are involved, and coordination is essential. The Outdoor Recreation Resource Review will help get this coordination started.

2. INTERPRETATION

But facts are not enough. One of our unheralded national surpluses is the surplus of undigested data which, if laid end to end, would reach much too far. A fact has meaning only when it gets from producer to market, only when it is published, interpreted well, and used. We are badly in need of equitable interpretation and use of the facts we are gathering about our natural resources.

Most important, we must to the best of our ability project all future needs on the same screen with the same projection distance and same focal length of lens for each scene, and also, to the best of our ability, with the same illumination. Let the light be a cool one.

So far we have had quite a disparity in distances, lenses, and light. In California, for example, we know that water development is going to make heavy demands upon what land we have for other purposes. To project that scene, we have elaborate equipment that has been derived from an 8-year effort at a cost of about \$10 million. But water isn't all we'll be needing in the year 2000, it is only one of many things.

What kind of equipment do we have, whether in California or in the country as a whole, to project our other needs. By comparison,

we can project our needs for scenic resources with little more than a 19th-century magic lantern, lit by a lone flame. Unless we can demonstrate the need for equity, we stand a good chance, so far as this particular conflict goes in California, of having the best watered, most populous, biggest grossing, State in the Union—and the least beautiful one. Our white-water streams will be so fully harnessed for use that you can't see running water any more. Each pleasant little valley in the hills and mountains will be replaced by a fluctuating reservoir, its watershed cropped and gravely impaired; and suburbia will spread almost everywhere else.

3. PUBLIC INFORMATION

The public needs information, too. All our facts and interpretation will mean little if the public isn't taken into confidence. After all, the public must consent to whatever proposal we come up with. "The engineering of consent" is the concise definition of public relations. Hearings such as this are a starting point.

4. LEGISLATION

An informed public will want a clear statement of policy, which is a statement in law, and will want continuing legislative interest in what happens under the policy. Congress, for example, is the Nation's board of directors. It should reserve the power to review irreversible staff decisions which lead to the extinction of a given resource.

5. ADMINISTRATION

The executive branch, armed with administrative regulations based upon law, will supply the preponderance of protection, for only this branch of Government has staff enough to do the job. Loosely worded regulations, which were adequate for a loosely populated land largely free of conflict, will have to become specific—and must in turn be based upon more specific law if we are to avoid a dangerous overconcentration of discretion. For instance, there will need to be a clearer understanding of the full meaning of multiple use, and of the limitations of multiple use. This has never meant a great number of cooks working over the same pot of broth, although many people have thought this was the meaning.

6. EDUCATION

The legislative and executive branches, with help from lay organizations, will then need to continue the effort of public education—the engineering of support.

These are the tools. They are all necessary. Those named last will be of little use if we don't have equitably interpreted facts to start with.

WHAT CRITERIA FOR DECISION?

Let us go back briefly to that matter of correctly interpreting facts, for it is from this interpretation that we shall have to derive our criteria for decision.

We must make one decision before we shall know how to sort out our facts. Shall we on the one hand resurrect the rejected philosophy

of apres moi le deluge, or on the other hand shall we seek the exact opposite for those who follow us—for them a world as beautiful as ours? I don't think this will be a hard decision to make, but we will need to keep reminding ourselves that we made it.

Since wilderness is the most fragile resource, let us list the points we need to consider in weighing wilderness preservation, as the most critical example, against a potential conflicting use. Conflicts involving wilderness or natural values will require the most exacting analysis and soul-searching, for here a misstep is fatal to wilderness. Hence this reasoning:

1. The wilderness we have now is all that we, and all men, will ever have.

2. Much of our wild land which is presently used for its wilderness will be lost to wilderness use. It has not been dedicated, and remains only by accident or oversight, or because of the slight value of its raw materials. When it goes, its human load must be added to that placed upon dedicated wilderness, wherever it is left.

3. We don't know what the carrying capacity in terms of people is or may be, either for accidental or dedicated wilderness.

4. Carrying capacity must be expressed in two ways:

(a) What will a place withstand and still recover naturally; and

(b) How many people will it withstand at a given time without their eliminating its esthetic value at the time?

5. With respect to recoverability, we must not be fooled by vastness of a total area. The key terrain, or the heartland, or the living space—whatever you may call it—is that rare, scarce oasis that has scenic appeal people will travel to, that has water and shade, that is gentle enough in slope to camp on, and that possesses a wild setting—without which one might as well camp in Central Park. There is precious little key terrain, even in the vastest reserves. What there is, is likely also to be a good reservoir site.

6. With respect to esthetic capacity: Wilderness cannot be false-front wilderness and fulfill what man needs in it—no greenbelt fringe obscuring a periodic sea of stumps: it must have a beyond to it. There must be assurance that a man's wild slice of sky won't have too many elbows in it. Wilderness needs no administrative conveniences—telephone lines, remote ranger cabins that take the range out of ranger, motorized gadgets, and other intrusions man seeks wilderness to avoid. There must be room enough for time—where the sun can calibrate the day, not the wristwatch, for days or weeks of unordered time, time enough to forget the feel of the pavement and to get the feel of the earth, and of what is natural, and right. This is the place where man should tie quantity outside, where only quality may enter.

7. Wilderness can no longer be abundant enough for everyman to walk in it. After all, only the small child must handle a thing to know it; adults need only look. Those in between need a little of both. So some people will be able to walk in it, and most of them will be the better for it. Some may wish to but never make it. Some may not care to at all. But wilderness must be there, or the world's a cage.

8. Therefore, we can decide, any step to discard our vestige of dedicated American wilderness, or to prejudice its protection is premature at this time. To those who want just part of it for materialistic convenience we can cite Solomon's precedent. We all remember his most

famous decision, and who was awarded the child. Let the judgment favor those who want the wilderness to remain whole. A decision adverse to that whole can never be reversed.

9. Other kinds of conflicts, where man is concerned only with the works of man and not of nature, will happily be much simpler to resolve—mistakes can be corrected.

SUGGESTIONS FOR IMMEDIATE ACTION

If these observations have taken long in the telling, they will take much longer to implement once the bill is enacted. What do we do in the 3-year interim? I have a brief suggestion: That all parties appoint a task force that can set about promptly to put up three kinds of figurative signs:

1. Sample, Don't Sell. This sign should be posted at each of our crown jewels, the national parks, the designated wilderness, and their equivalent in scenic caliber.

2. Closed During Inventory signs should be posted on certain areas in controversy, lest we find that the inventory consists of checking off choice scenic open spaces as they vanish.

3. Business as Usual signs can be posted everywhere else.

In any event, some modified moratorium is essential. A 2- or 3-year wait without development is not long compared to the eternity our descendants shall otherwise have to live without wilderness if premature decisions of ours destroy it.

STORY WITH A MORAL

Perhaps there is subject matter for a book or two, by someone, in what I have tried to encompass in these pages—without time for specific detail. For one detail that illustrates what I have been talking about, I would remind you of the story of an old controversy which is all water behind the dam—the dam in Hetch Hetchy Valley that need never have been built. Concerning the dam William E. Colby, honorary president of the Sierra Club, wrote to the club's membership on the last day of 1909:

I predict that long before Hetch Hetchy could possibly be needed for a water supply for San Francisco, the travel thither will have become so great and its need as a campground, particularly in relation to the surrounding park, so urgent, as to preclude the possibility of its use as a reservoir. What I am opposed to is the determination right now that the Hetch Hetchy shall be flooded 50 years from now. I feel that the decision ought properly to be reserved for those who live 50 years hence (that would be next year). We surely can trust that their decision will be a wiser one than any we can make for them.

This is a choice that could have been left until now, and now we would choose differently. Instead, there was a rush to decide, and all generations are bound by that decision.

CONCLUSION

Permit me to attempt a concluding figure of speech.

This, our civilized world, is the house that Jack built. We like most of it.

And this, the natural world, is the garden that Jack didn't build in—the open space and the wild-land beauty that makes his house worth

while. It is his only garden, and it happens that there are no more where it came from.

Jack, with all work and no play, has the means with which to expand his house, build a 3-car garage, and pave the remaining space except for an outcrop or two of rock in the northwest 40. He's about to do it.

If Jack would relax a moment, he would realize that he might not like the end result himself, and that his children would surely like a better balanced estate bequeathed to them; for they will have no place else to go.

Here in this committee the first steps can be taken to put that estate back in balance. We urge you to take them, and thank you for this opportunity to do so.

(Mr. Brower's prepared statement, including attached documents, follows:)

THE NEED FOR THE OUTDOOR RECREATION RESOURCES REVIEW

(A statement by David R. Brower, executive director of the Sierra Club, prepared for presentation to the Public Lands Subcommittee of the Committee on Interior and Insular Affairs, United States Senate, at hearings held in Washington, D. C., May 15, 1957)

INTRODUCTION

On behalf of several organizations, I have come from San Francisco for the special purpose of presenting testimony in support of the outdoor recreation resources review bill. Those groups are the Sierra Club, the Federation of Western Outdoor Clubs, Trustees for Conservation, and the Fifth Biennial Wilderness Conference.

With your permission, I should like to summarize my statement, as well as the functions of these groups, and to present the full statement for the record; I should also appreciate being allowed a few days in which to present supplementary testimony.

ORGANIZATIONS

The Sierra Club, founded in 1892 by John Muir, is perhaps the oldest organization in the country devoted to the conservation of scenic resources. Its headquarters are in San Francisco and its 11,500 members come from—and live in—almost all the States and prospective States. It is affiliated with the Natural Resources Council of America, of which I am present chairman, and the International Union for Conservation.

The Federation of Western Outdoor Clubs, with which the Sierra Club is also affiliated, brings together some 30 outdoor groups in the States of California, Oregon, Utah, and Washington and the aggregate membership is about 30,000. Dr. Karl Onthank, of Eugene, Oreg., is the Federation president and has asked me to speak here in its behalf.

Trustees for Conservation is a task force of 51 nationally known conservationists organized in San Francisco late in 1954 to give special assistance to the nationwide effort in conservation education. There is no general membership. It is supported by small and modest donations from conservationists all over the country in response to calls for help on specific tasks. TFC's two primary tasks now consist of supporting the national wilderness preservation system proposal and the companion measure now before you. From time to time I represent the trustees in Washington.

The Fifth Biennial Wilderness Conference is more of an occasion than an organization. The Sierra Club has sponsored all five, but has been only one voice in many which the conference recommendations represent. This last March 14 and 15 the conference was cosponsored by the American Planning and Civic Association, the Federation of Western Outdoor Clubs, the Izaak Walton League, the National Parks Association, and the Wilderness Society, with a further major contribution from the California Academy of Sciences. The National Park Service and Forest Service generously provided the chairman and vice-chairman of the conference. In all, 416 conservationists and resource managers met, coming from 120 organizations. The two chief subjects of the fifth conference were

the preservation of scenic open spaces for outdoor recreation and the preservation of wilderness. The conference recommendation quoted herein was voted unanimously, it being understood that representatives of the five Federal land-management agencies would need to be recorded at that time as abstaining from voting. One of the conference summarizers was Marshall Dana, former president of the National Reclamation Association and present chairman of the recreation subcommittee of the Columbia Basin Interagency Committee.

SUMMARY OF STATEMENT

1. In January of 1956, after many months' preliminary study, the Sierra Club proposed a scenic resources review, in which conservationists would try to look ahead as far as the producers of commodities have been looking, in order to find out what scenic resources are left, to make an estimate of the future's need for them, and to devise ways of protecting them in time. By "scenic resources" we mean certain outdoor recreational resources—parks, wilderness, and wildlife and the recreation derived from them, as my full statement explains in detail.

2. We believe that the present legislation provides a way to climb the first two steps sought in the scenic resources review: (1) to obtain an inventory, and (2) to project future need. There are other ways, to be sure, but this legislation is an excellent way and we support it, knowing that in this situation timely action is better than delayed perfection.

3. We feel strongly that the Commission's effort should make the most of, but not supplant, other conservation programs now before Congress. For example:

(a) *The national wilderness system.*—Whatever data the inventory may develop, we need now to have Congress recognize and protect wilderness that has already been designated, and for which the future's expanded population will have more need than there will be land enough to supply. Existing protection has been well pioneered by the executive branch; but wilderness, since it can be wild only once, needs the further, responsive protection which only the legislative branch can provide.

(b) *Mission 66, Operation Outdoors, and Operation Waterfowl.*—Although there are extremely important forward-looking aspects to these programs, they essentially amount to catching up on a backlog of conservation work that has been needed since well before the start of World War II. There is serious danger of irretrievable loss if they are delayed. For these programs action is needed, not further study—although we shall all be interested in the detail of the actions, and from time to time we shall probably ask for less of one kind of action and more of another.

All four of these proposals and programs, then, can go on, and we feel, should go on. Each in its own right can help the Outdoor Recreation Resource Review Commission in its own study.

AMENDMENT TO PROTECT STUDY

To protect the integrity of the study proposed in this legislation—that is, to prevent the Commission's 3-year inventory from losing its meaning and value—we earnestly urge an amendment that would in effect permit the Commission to post a "Closed During Inventory" sign on certain public lands which are of high scenic-resource potential and which are not now designated for that purpose. Such a provision could guard against premature commitment of these lands to uses which are not compatible with the highest use the Commission would wish to recommend for it.

Stated another way, these undesignated lands are the jewels of the estate, which the Commission needs time to count, to appraise, and to plan to distribute fairly to the heirs—all the heirs, not just the oldest, the strongest, or the loudest of them, or those in the biggest hurry.

As a solution, therefore, we would suggest an amendment something like this—or whatever you feel would best accomplish the objective:

Amend section 6 to add, at bottom of page 7 of bill, a new (e), the present to be relettered (f):

"(e) Pending completion of the inventory described in subsection (a) herein, and upon request of the Commission, the Secretary of the Interior is authorized to reserve specified public lands whereon there shall be no intrusion or development that would preclude subsequent use of said lands for the highest public good in accordance with criteria developed by the Commission in the course of the inventory. The Commission shall notify the Committees on Interior and Insular

Affairs of the Senate and the House of said requests, and all reservations so provided for shall terminate June 30, 1960, or 6 months following the Commission's terminal report to the President and to the Congress."

Argument

1. For example, if the Commission perceives early in its inventory that the spectacular portion of the California coast now in the Hunter-Liggett Military Reservation and noteworthy or outstanding possibilities for national park status, and if the Commission's projection of future needs shows that a national park here may be highly desirable and feasible, then a tool is needed to see that it doesn't slip away—e. g., to the General Services Administration for disposal and subdivision. It needs to be held until the final report can be appraised.

2. There are many similar areas, already in controversy, concerning which the Commission's report should be available before irrevocable decisions are made, e. g., North Cascades of Washington—timber crop or park? Bruce's Eddy—wildlife range or reservoir? Three Sisters Wilderness, Oreg.—scenic recreation and wilderness or dam and working circle? The Narrows, Snake River, Wyo.—beautiful highway and key wildlife range or power dam?

3. If the decision is in favor of the commodity use and the decision is acted upon, the commitment is for all time.

4. If the decision is to reserve judgment 3 years until we have better perspective, nothing is lost but 3 years later on.

5. If, after 3 years, scenic-resource dedication wins out, even that decision will always be subject to reversal.

6. Thus what this amendment is seeking to do amounts to asking 3 years' time before deciding for all time.

7. The country is not so resource poor that everything must be exploited now or so rich in scenic resources that it can squander them. It is important to remember that recreational use is now dispersed over all our wild lands, whether they are designated or not. That use must all be concentrated on whatever open space we can save, which will be far less than we have now. And to this concentration will be added tomorrow's heavier load.

8. With this amendment we would end up with three categories of scenic open-space resources, each of which might be figuratively posted as follows:

(a) "Sample—Don't Sell"—our already dedicated parks, monuments, wild wilderness, and roadless areas, for which there are no substitutes. Commercial resources in them are too scant to have a long-range effect on the Nation's economy. The scenic resources in them, however, can perpetually benefit the Nation's cultural welfare and the enjoyment of living.

(b) "Closed During Inventory"—areas that may or may not need to be designated for special preservation. The Commission's study will help us decide in a better perspective than we have now.

(c) "Business as Usual"—everywhere else.

To summarize my summary:

The four groups in whose behalf I speak are in support of this proposal.

It is needed in addition to the legislation for wilderness preservation, mission 66, Operation Outdoors, and Operation Waterfowl.

To protect the integrity of the Commission's study, there should be a "closed for inventory" proviso for certain lands.

And the job needs to be started with minimum delay. Had you people not been working so late here last summer, you would have known how dense the vacation crowds were out beyond suburbia, out where the scenery is. For all that, the current Nation's Business informs us that half the people in this country took no vacation at all last year. The need becomes still more urgent when we realize that every minute there are $5\frac{1}{2}$ more people in this country.

At that rate, there are now several more than there were when I stepped up to the stand; and, thanking you for this opportunity, I'll stop before it gets too crowded.

THE NEED FOR THE OUTDOOR RECREATION RESOURCE REVIEW

We people attending this hearing, about scenic-outdoor recreation, and people everywhere, have a very important question to address to ourselves. How much right does one generation have to another generation's freedom? Can we of this generation, in conscience, pay for our freedom by mortgaging the freedom of our children? Is it our ethic that we are privileged to write the rules to which all the subsequent generations of our civilization must be committed, and by which they must abide, irrespective of their own wishes?

Thomas Jefferson, long ago, said that one generation could not bind another; each had the right to set its own course. Go out across this land and try to find someone to argue that he was wrong. You won't find a taker. It is the national consensus that we don't have this right.

Deeds are not matching words. This generation is speedily using up, beyond recall, a very important right that belongs to future generations—the right to have wild lands and scenic open spaces in their civilization, even as we have them in ours; the right to find solitude somewhere; the right to see, and enjoy, and be inspired and renewed, somewhere, by those places where the hand of God has not been obscured by the industry of man.

No group is more concerned with the preservation of this right, as it pertains to the most beautiful samples of original America, than are you who assemble here. Your leadership will determine the fate of that right, so far as people of our time can pass opportunity along to our sons. Apathy here can mean that we pass them a dead torch. Or we can keep it aflame, knowing that this is a very special torch that man cannot light again.

That is a special mission in the broad field of conservation, the conservationist's mission. There is a difference between the two terms.

On the one hand, conservation alludes to management of resources, using them wisely and they may last longer. We approve of conservation, yet we know that it is limited to the factors of rate and duration of use. For example, oil will last twice as long if we use it half as fast or twice as efficiently. In the end, however, no matter how well we manage the resource, time catches up with us.

On the other hand, conservationists are concerned with preserving for all our time certain important scenic resources—our resources of wilderness, parks, wildlife, and the recreation and inspiration man may always derive from them. Always, that is, if each generation, including ours, takes care of the few places we have left where they still are.

So there are two sides to conservation, in effect, just as there are two sides to a coin. One is concerned with tangible commodities, the other with intangible qualities. Each side is presently oriented to look in opposite directions. Yet each must live with the other. What we probably need, it occurs to me, is a coin forged of transparent material, so that both sides can look in both directions.

THE CONSERVATIONIST FORCE

In any event, as a short definition, the conservationist is the man—or the part of him—more concerned about what certain natural resources do for his soul than for his bank balance.

There are a lot of him—more than 2 million loosely organized in the Natural Resources Council of America. The numbers are growing far more rapidly than our population. Every time a new tract of houses goes up on a bulldozed hill, or a new freeway blots out more acres of fertile land, or a new dam inundates a scenic stream, or there's a vacant space where a great tree was, or a whooping crane turns up missing from its dwindling group—every time one of these things happens, the conservationist force grows stronger, for there is that much less left, and more people will rally to protect it. There is not a force to blind opposition to progress, but of opposition to blind progress, a force that is determined to see that progress does not take away important things from mankind, forever, in order to benefit a few men now.

The conservationist force, I submit, is not a pressure group. It merely demonstrates the pressure of man's conscience, of his innate knowledge that there are certain things he may not ethically do to the only world he will ever have, and to the strictly rationed resource of natural beauty which still exists in that world. The conservationist force does not need to be pressed into action. It needs only be told what is happening, and its voice of conscience speaks.

One of the principal urgings now of conservationists is that we rapidly undertake a scenic and outdoor recreation resources review, looking ahead to the future's need for beauty and space as well as the resource managers have scanned the future's need for commodities. This review must have a strong national leadership—leadership far enough removed from an immediate problem to have clear perspective. Local leadership has its own values, but a telling example of its limitations is all too evident in the San Francisco Bay region, where there is an incredible refusal in some cities to face up to the burgeoning menace of smog.

I have previously sent to members of this committee an article entitled, "Scenic Resources for the Future," which recently appeared in the Sierra Club Bulletin and submit here a reprint which I hope you will incorporate in your file. This article proposes a review of our resources of parks, wilderness, wildlife, and incidental recreational opportunities, and discusses the several questions, What do we have; How much space will we need; Who else needs the space; Where are the conflicts for space, and Who needs the space most. The first two questions are asked in the present legislation, which can provide a basis for answering two more.

But while the recreation review bill is concerned generally about the importance and number and need for our resources of open space and what civilization is doing to them, it has nothing to say about the means of resolving conflicts—question 5. These must be resolved if we are to retain islands of open space in the sea of tomorrow's civilization. If this legislation is enacted, as we hope it will be, this key question—how to resolve conflicts—will need to be attacked promptly by the Commission and its advisers. This is not only a key question, but also a tough one. Since eight of the members of the Commission will come from this committee and its counterpart on the other side, I ask that you indulge my trying to attack the question, with emphasis on the most fragile of our open spaces, our wilderness.

To start with a broad view, the early history of man's civilization dealt with the problem of finding enough enclosed spaces—caves in the beginning, then crude shelters, then walled cities, followed by the early beginnings of suburbia when there was no longer room enough within the walls for all the people of the cities. Only recently have we begun to change our concern. The problem seems no longer to be one of enclosing space, but of leaving enough of it open to meet our needs for greenery and for every man's "slice of sky" that author Wallace Stegner has spoken of.

We know we need some of this in our own garden for the edges of our daily existence—something to look out upon at breakfast, or before dinner. We need more space nearby for our weekends, where on a March day a boy may fly a kite, or a family may picnic and stroll. For our holidays we need accessible open space within range of our faster transportation, better roads (and heavier traffic), bearing in mind that we shall soon have more 3-day weekends than we have now. For our lengthening vacations we'll need the big spaces.

These are rough criteria for outdoor-space needs that you may wish to bear in mind then—daylight-saving plots, weekend and holiday areas, and vacation regions. They won't set themselves aside. We have to plan for them as the population avalanche flows over the land. And we have to plan generously if we are to make sure that what our civilization is doing for living standards is to extend far enough to encompass man's standards for life.

THE RESOLUTION OF CONFLICTS

Statement presented by David R. Brower, executive director of the Sierra Club, to the first day's session of the Fifth Biennial Wilderness Conference, Fairmont Hotel, San Francisco, March 15, 1957

To start with, the Commission will wrestle with the questions of where our scenic open spaces are and how much we will need. At first the Commission may raise more questions than they can answer. There are already many conflicts for space, and they will find many more. The resolution of those conflicts will depend upon the answer to the question, Who needs the space most?

It goes without saying that the decision should be based on the half-century-old objective of providing the greatest good for the greatest number in the long run, or "in the highest public good"; but that is a destination, not a route. We know where we want to go. The question is, How do we get there?

It would be helpful, in resolving the conflicts for space which we see taking form, to have on hand a battalion of men with the wisdom of Solomon. They should also be handy at putting bells on cats.

What I should like briefly to do here is: (1) Consider a few of the conflicts in some detail; (2) list the tools we have for resolving conflicts, and recommend an equitable basis for interpreting data; (3) try to arrive at the criteria for decision; (4) suggest some courses of immediate action; (5) mention one of our most important object lessons; and (6) then append a conclusion. It's a big

order. If in the course of this I sound dogmatic, please forgive me. It's just that I am trying to stick to direct sentences for brevity's sake.

WHAT ARE SOME OF THE CONFLICTS?

1. *Man against space*

Man has demonstrated, as clearly as he has demonstrated anything, that he is prolific enough to explode across the land—not with the rapidity of an epidemic, of course, but more thoroughly and with far more lasting devastation of the natural resources of the only world he has yet contrived to live upon. We can label this statement “neo-Malthusian,” but the labeling solves no resource problem. The members of what we could label “the science-will-save-us society,” will have quite a burden to prove that science really can save us. Science can do wonderful things, but our scientists can only begin to gather data on the new problems civilization presents every year, and in turn can only begin to publish and interpret their data.

A serious problem confronting scientists, and one upon which no conservation organization I know of has adopted a policy, is the population problem. It is an especially touchy cat to put a bell on.

Natural scientists know full well what happens when there is an explosion of population in deer; the deer themselves lose vitality and starve by the thousands because they have overloaded their range. Mankind has a range, too, and it has a maximum carrying capacity consistent with a good life. We may argue about how many people the range can withstand, but we can hardly argue that there is no limit. We have strong intimations, as we watch the sea of smog rise around us, out in California that the limit is approaching faster than we thought, and from a different quarter. It may well be shortage of clean air—not of Colorado River water—that brings us to a sudden halt.

Whatever the limiting factor, and, though our engineers cover the earth with a mezzanine floor, we know that we shall come to a day when we can no longer double our population, or even add to it, without lasting regret. Perhaps we shall continue to worship growth until midnight of that last day.

But there is a brighter possibility, and it is worth working hard for. When the light turns red, you stop before you hit the car ahead. If you don't, you're in trouble. The margin between us and trouble is our scenic open space and our wilderness. We vaguely sense its essentiality; later and wiser men will know it surely, in the crowded world we are letting their heritage become. For them, we could skimp a little on gadgets, even our most elaborate gadgets, even as they shall one day have to skimp, and with so much less wild world to repair to.

The brighter possibility, then, is to look for substitutes before we have completely used up a given resource. Perhaps we, as present stewards for the natural resources of all generations, could revive the practice of tithing—giving 10 percent to the future. Not 10 percent of what this generation received from the last, but a tithe of what was here, in our best estimate, when white men began to spread over this continent. If that sounds overgenerous, remember how few the generations who have used up the 90 percent, and how many generations will need what's left, to leaven their otherwise ersatz world.

2. *Mineral production*

Consider copper as an example—copper versus wilderness. Magazine advertisements are currently saying that “there is no substitute for copper.” We know that the same is true for wilderness; that truth is implicit by definition. But there will have to be a substitute for copper when we have so reduced the world's supply that it joins the ranks of precious metals. There have already been substitutes. In World War II we were confused a little, but not hurt, by having to use substitutes for copper pennies. Mr. Lincoln lent the same dignity to both, and one bought as much as the other. Our economy went on. That is the same war that Lucky Strike green went to, as most of you will remember. That green pigment on the cigarette package, I am told, required, in the aggregate, a prodigious amount of copper, which, as it became lost to man's use simultaneously became little or his streets. I don't believe sales suffered when American Tobacco Co. changed from green to white.

The low-grade copper ore within Washington State's North Cascades wilderness country, and in all the other wilderness, could delay but briefly our dependence upon a substitute for gross uses of copper. We shall have to find a substitute eventually, and our technicians will. But man will never be able to reconstitute the primeval in Glacier Park once he has breeched its superlative redoubt, which he has the tools to do. These are the years of decision, the decision of men to stay the flood of man. We shall have to decide whether to hand the future two voids or one—a world without copper and the primeval, or just without copper.

3. Water development

Where water development and wilderness preservation are in conflict, we can remember that gravity will take water down out of parks and wilderness to places where man wants to use it or store it. Optimum development downstream can preclude irrevocable damage to wilderness values upstream. Quite often it will cost less; but even if it were to cost more in dollars, it would save what dollars cannot put together again.

The conflict with hydroelectric development is more direct, for man wants to get energy from the water that gravity brings down. Alternate sources of energy are coming fast, however, and we can afford to wait for their perfection rather than sacrifice scenically important streams, canyons, and valleys. We need to remember that our choice to preserve is temporary at best. Our choice to sacrifice requires all future men to live by our choice. We shall have written the rules for them, and indelibly.

4. Wood products

The Timber Resources Review has demonstrated that our principal opportunity to meet the future's need for timber lies elsewhere than in the virgin forests of our best wilderness and park lands. The National Lumbermen's Association has gone even further. Its recent releases have stressed the need for expanding the timber market and have stated that we are growing one-third more timber than we are harvesting; they are therefore opposing the timber-reserve part of the soil bank. Plywood people are concerned about imports of plywood. Moreover, in the immediate future we can see a minor revolution in the wood-products industry in the promise of the chipper, particle board, and alternate sources of cellulose.

In the absence of a policy which provides specific criteria for determining how much wilderness we shall need to preserve, and in the presence of abundant promise of substitutes for wilderness forest, and considering also the many values for mankind the wilderness forest affords—multiple use of the highest, longest, most diverse order—we should not be hard put to decide the course to vote for in the timber-versus-wilderness conflict.

5. Highways

These had better go around, not through, our scenic gems unless we want the face of our land crisscrossed by high-speed routes to places that might have been beautiful. We have the potential of drowning ourselves in automobiles, of so overloading our hardened arterials that first the pleasure of driving will disappear—and then the motion.

Our children shall need parklike places where they can have a change of pace and mood—where they can spend a good chunk of time and become part of the scene for a while. It will not be enough for them to screech to a stop because of a traffic light or traffic jam, then roll down the window for a quick sniff of the great outdoors before the man behind blows his horn. Many people fear that our engineers are more skillful at moving vehicles than at moving people, and that a lot of space is being used up in the process.

We are enamored of horsepower, of highways and freeways, of covering more ground more quickly and with greater safety. In our ardor, however, we may well consider that it is very hard to undo a freeway and impossible to redo a wilderness.

6. *Other conflicts*

There are other conflicting demands for our present scenic open spaces, conflicts brought on by our needs for flood control, industry, food and forage, by urbanization, and by recreation too. There is no need to go into further detail about them at the moment. They are all real needs for things we want and believe in. Is it possible that with reasonable restraint we may eat cake and have some too?

WHAT TOOLS FOR RESOLVING CONFLICTS?

What tools have we already fashioned, or what can we invent, to resolve these conflicts?

1. *Facts*

First, we need facts about resources. Many organizations are assembling them, and more help is needed. For scenic resources, the organizations prepared to do the best job nationally are the National Park Service, which has a program based upon a 1936 law and mission 66; the Forest Service, which has now come up with its Operation Outdoors; and the Fish and Wildlife Service, now developing its own 10-year plan. I am sure you have already heard much about these. California is off to a good start, if a late one, with its imminent recreation plan now before its legislature. Many other agencies are involved, and coordination is essential. The outdoor recreation resource review will help get this coordination started.

2. *Interpretation*

But facts are not enough. One of our unheralded national surpluses is the surplus of undigested data which, if laid end to end, would reach much too far. A fact has meaning only when it gets from producer to market, only when it is published, interpreted well, and used. We are badly in need of equitable interpretation and use of the facts we are gathering about our natural resources.

Most important, we must to the best of our ability project all future needs on the same screen with the same projection distance and same focal length of lens for each scene, and also, to the best of our ability, with the same illumination. Let the light be a cool one.

So far we have had quite a disparity in distances, lenses, and light. In California, for example, we know that water development is going to make heavy demands upon what land we have for other purposes. To project that scene, we have elaborate equipment that has been derived from an 8-year effort at a cost of about \$10 million. But water isn't all we'll be needing in the year 2000, it is only one of many things.

What kind of equipment do we have, whether in California or in the country as a whole, to project our other needs. By comparison, we can project our needs for scenic resources with little more than a 19th century magic lantern, lit by a lone flame. Unless we can demonstrate the need for equity, we stand a good chance, so far as this particular conflict goes in California, of having the best watered, most populous, biggest grossing State in the Union—and the least beautiful one. Our white-water streams will be so fully harnessed for use that you can't see running water any more. Each pleasant little valley in the hills and mountains will be replaced by a fluctuating reservoir, its watershed cropped and gravely impaired; and suburbia will spread almost everywhere else.

3. *Public information*

The public needs information, too. All our facts and interpretation will mean little if the public isn't taken into confidence. After all, the public must consent to whatever proposal we come up with. "The engineering of consent" is the concise definition of public relations. Hearings such as this are a starting point.

4. *Legislation*

An informed public will want a clear statement of policy, which is a statement in law, and will want continuing legislative interest in what happens under the policy. Congress, for example, is the Nation's board of directors. It should reserve the power to review irreversible staff decisions which lead to the extinction of a given resource.

5. *Administration*

The executive branch, armed with administrative regulations based upon law, will supply the preponderance of protection, for only this branch of government has staff enough to do the job. Loosely worded regulations, which were adequate for a loosely populated land largely free of conflict, will have to become specific—

and must in turn be based upon more specific law if we are to avoid a dangerous overconcentration of discretion. For instance, there will need to be a clearer understanding of the full meaning of multiple use, and of the limitations of multiple use. This has never meant a great number of cooks working over the same pot of broth, although many people have thought this was the meaning.

6. Education

The legislative and executive branches, with help from lay organizations, will then need to continue the effort of public education—the engineering of support.

These are the tools. They are all necessary. Those named last will be of little use if we don't have equitably interpreted facts to start with.

WHAT CRITERIA FOR DECISION?

Let us go back briefly to that matter of correctly interpreting facts, for it is from this interpretation that we shall have to derive our criteria for decision.

We must make one decision before we shall know how to sort out our facts. Shall we on the one hand resurrect the rejected philosophy of *apres moi le déluge*, or on the other hand shall we seek the exact opposite for those who follow us—for them a world as beautiful as ours? I don't think this will be a hard decision to make but we will need to keep reminding ourselves that we made it.

Since wilderness is the most fragile resource, let us list the points we need to consider in weighing wilderness preservation, as the most critical example, against a potential conflicting use. Conflicts involving wilderness or natural values will require the most exacting analysis and soul-searching, for here a misstep is fatal to wilderness. Hence this reasoning:

1. The wilderness we have now is all that we, and all men, will ever have.
2. Much of our wild land which is presently used for its wilderness will be lost to wilderness use. It has not been dedicated, and remains only by accident or oversight, or because of the slight value of its raw materials. When it goes, its human load must be added to that placed upon dedicated wilderness, wherever it is left.

3. We don't know what the carrying capacity in terms of people is or may be, either for accidental or dedicated wilderness.

4. Carrying capacity must be expressed in two ways: (a) What will a place withstand and still recover naturally, and (b) how many people will it withstand at a given time without their eliminating its esthetic value at the time?

5. With respect to recoverability, we must not be fooled by vastness of a total area. The key terrain, or the heartland, or the living space—whatever you may call it—is that rare, scarce oasis that has scenic appeal people will travel to, that has water and shade, that is gentle enough in slope to camp on, and that possesses a wild setting (without which one might as well camp in Central Park). There is precious little key terrain, even in the vastest reserves. What there is is likely also to be a good reservoir site.

6. With respect to esthetic capacity: Wilderness cannot be false-front wilderness and fulfill what man needs in it—no green-belt fringe obscuring a periodic sea of stumps; it must have a beyond to it. There must be assurance that a man's wild slice of sky won't have too many elbows in it. Wilderness needs no administrative conveniences—telephone lines, remote ranger cabins that take the range out of ranger, motorized gadgets, and other intrusions man seeks wilderness to avoid. There must be room enough for time—where the sun can calibrate the day, not the wristwatch, for days or weeks of unordered time, time enough to forget the feel of the pavement and to get the feel of the earth, and of what is natural, and right. This is a place where man should tie quantity outside, where only quality may enter.

7. Wilderness can no longer be abundant enough for every man to walk in it. After all, only the small child must handle a thing to know it: adults need only look. Those in between need a little of both. So some people will be able to walk in it and most of them will be the better for it. Some may wish to but never make it. Some may not care to at all. But wilderness must be there, or the world's a cage.

8. Therefore, we can decide, any step to discard our vestige of dedicated American wilderness, or to prejudice its protection, is premature at this time. To those who want just part of it for materialistic convenience we can cite Solomon's precedent. We all remember his most famous decision, and who was awarded the child. Let the judgment favor those who want the wilderness to remain whole. A decision adverse to that whole can never be reversed.

9. Other kinds of conflicts, where man is concerned only with the works of man and not of nature, will happily be much simpler to resolve—mistakes can be corrected.

SUGGESTIONS FOR IMMEDIATE ACTION

If these observations have taken long in the telling, they will take much longer to implement once the bill is enacted. What do we do in the 3-year interim? I have a brief suggestion: That all parties appoint a task force that can set about promptly to put up three kinds of figurative signs:

1. "Sample, Don't Sell." This sign should be posted at each of our crown jewels, the national parks, the designated wilderness, and their equivalent in scenic caliber.

2. "Closed During Inventory" signs should be posted on certain areas in controversy, lest we find that the inventory consists of checking off choice scenic open spaces as they vanish.

3. "Business as Usual" signs can be posted everywhere else.

In any event, some modified moratorium is essential. A 2- or 3-year wait without development is not long compared to the eternity our descendants shall otherwise have to live without wilderness if premature decisions of ours destroy it.

STORY WITH A MORAL

Perhaps there is subject matter for a book or two, by someone, in what I have tried to encompass in these pages—without time for specific detail. For one detail that illustrates what I have been talking about, I would remind you of the story of an old controversy which is all water behind the dam—the dam in Hetch Hetchy Valley that need never have been built. Concerning the dam William E. Colby, honorary president of the Sierra Club, wrote to the club's membership on the last day of 1909:

"I predict that long before Hetch Hetchy could possibly be needed for a water supply for San Francisco, the travel thither will have become so great and its need as a campground, particularly in relation to the surrounding park, so urgent, as to preclude the possibility of its use as a reservoir. What I am opposed to is the determination right now that the Hetch Hetchy shall be flooded 50 years from now. I feel that the decision ought properly to be reserved for those who live 50 years hence (that would be next year). We surely can trust that their decision will be a wiser one than any we can make for them."

This is a choice that could have been left until now and now we would choose differently. Instead, there was a rush to decide, and all generations are bound by that decision.

CONCLUSION

Permit me to attempt a concluding figure of speech.

This, our civilized world, is the house that Jack built. We like most of it.

And this, the natural world, is the garden that Jack didn't build in—the open space and the wild-land beauty that makes his house worthwhile. It is his only garden, and it happens that there are no more where it came from.

Jack, with all work and no play, has the means with which to expand his house, build a three-car garage, and pave the remaining space except for an outcrop or two of rock in the northwest forty. He's about to do it.

If Jack would relax a moment, he would realize that he might not like the end result himself, and that his children would surely like a better balanced estate bequeathed to them; for they will have no place else to go.

Here in this committee the first steps can be taken to put that estate back in balance. We urge you to take them, and thank you for this opportunity to do so.

RESOLUTION OF FEDERATION OF WESTERN OUTDOOR CLUBS

Voted unanimously at Fan Lake, Spokane, Wash., Labor Day 1956

SCENIC RESOURCES REVIEW

1. The national need for scenic resources—parks, wilderness, wildlife, and related outdoor recreation—is increasing space, with the need for commodity resources as a direct result of the increase in population, leisure time, and ease of access.

2. Plans for development of commodity resources—such as timber, minerals, and water—are well advanced on a long-range basis, and irrevocable land-use decisions are now being made for these resources which look ahead 50–100 years.

3. The scenic-resource needs are not being similarly planned for on a long-range basis. The National Park Service has, as part of mission 66, cooperated with local, State, and other Federal agencies in study and planning of recreational development, which will have lasting results in lessening the recreational load on national parks and in drawing many people to less well known but equally enjoyable recreation areas.

It is therefore resolved that:

(1) The FWOC, commend the National Park Service for its cooperation with other agencies in local and regional recreational planning, and urges congressional support for continuing this cooperative program.

(2) The FWOC, urges the immediate initiation of a broad scenic resources review, to be undertaken by the National Park Service, United States Forest Service, Forest and Wildlife Service, and cooperating agencies and organizations, to determine as accurately as possible the Nation's scenic-resource need by the year 2000.

(3) Be it further resolved that a preliminary review be made on a crash-program basis so that estimates of scenic-resource needs can be placed on a footing comparable with commodity-need estimates already available.

RECOMMENDATION OF FIFTH BIENNIAL WILDERNESS CONFERENCE

OUTDOOR RECREATION RESOURCES REVIEW

A satisfactory and well-rounded standard of life for our growing population calls for enhanced appreciation of outdoor scenic and recreational values.

Exactly what acreage is required for fulfillment of the various needs is unknown, but it is known that numerous superb areas, small and large, have been lost, or have been whittled away during the past decade, and more are slated for destruction. It is also known that areas not specifically set aside for protection with strict boundaries and with strict, strict standards of quality have little chance for survival in our civilization.

The valid pressures for raw materials (including water); agricultural products; military requirements; transportation; growing urbanization and industrialization; and commercial, mechanized recreation and mass entertainment are of such great intensity that in our preoccupation with them, we could lose sight of scientific and inspiration values. This great and prosperous Nation can afford to give attention to the values which are more than the material and are indispensable to the welfare of our people.

Developmental and resource surveys have been undertaken for land and water uses, including forest products, minerals, water, highway, military, and urban development. However, these surveys have to date given scant, if any, consideration to wilderness and other scenic and outdoor recreational needs.

It is essential to know before it is too late what wilderness, wildlife, scenic, and other outdoor recreational resources still are available, where they are, and what is the type and quality of each, and their relation to the preservation of wilderness. It is also essential to estimate how many and what types of each we shall need in fifty and in hundred years, and how we may best save those selected for preservation with high standards of size and quality in perpetuity. If the opportunity remaining to save these outdoor recreational resources is lost now, it will be lost forever.

To this end, we recommend in principle the outdoor recreational resources review bill (S. 846).

We further recommend legislative provision for temporary protected status, pending completion of the inventory contemplated in the outdoor recreation resource review, of certain lands of probable high scenic, recreational, and scientific potential as determined by the Commission; on lands so protected there should be no intrusion or development that would preclude their subsequent use in the highest public good in accordance with criteria developed in the course of the inventory.

We urge that the legislation establishing the survey not be misinterpreted so as to interfere with the adoption of other legislation to provide for the immediate protection of wilderness and of resources in need of such immediate action.

OUR SCENIC RESOURCES

A valuable suggestion has been made by Mr. David R. Brower, executive director of the Sierra Club. It is that a presidential commission, set up under authority of Congress, should conduct a continuing review of America's scenic resources for the purpose of protecting them.

Writing in the current issue of the Sierra Club's Bulletin, Mr. Brower said that the speed with which the Nation is using up its scenic resources in the production of commodities makes it doubtful whether enough recreational and inspirational areas will remain for the needs of the expanding population by the year 2000 unless a vigorous program of balanced land-use planning is swiftly launched.

Mr. Brower, who is one of the outstanding leaders of the conservation movement in America, defines scenic resources as "local, State, and National parks, wilderness, wildlife, and the recreation derived from them."

Mr. Brower in his article concedes that population growth will bring competition for all available space in the Nation, but he appeals for equal consideration of the recreational and esthetic values of wilderness and other scenic resources along with their value as sources of timber, minerals and power, and sites of military tests.

What is needed, Mr. Brower declared, is a presidential committee or commission to establish a continuity of policy, program, and people to coordinate the efforts; and to reconcile the demands, of the various governmental agencies now concerned in the problem.

We here in California, who have to struggle unceasingly to save our redwood forests and other scenic attractions, should be among the first to admit the cogency of Mr. Brower's suggestion.

[New York Times, February 9, 1957]

CONSERVATION

(By John B. Oakes)

SIERRA CLUB MEETING

A conference on the necessity of erecting more adequate defenses around America's vanishing wilderness will be held next month in San Francisco under auspices of the Sierra Club, one of the Nation's leading conservation organizations. Special attention at this gathering—known as the Fifth Biennial Wilderness Conference—will be paid to the extent "to which dedicated primitive areas, believed safely set aside, are coming under the threat of commercial exploitation" and to "what desirable areas may still be added to the Nation's scenic resources."

In this connection, the Sierra Club itself has proposed a national scenic resources review, a full-scale inquiry by a Commission appointed by the President "to find what scenic resources are still left, to make an estimate of the future's need for them, and to devise ways of protecting them in time." As David R. Brower, the Sierra Club's dynamic executive director, points out, commodity producers—those who use up the Nation's natural resources—are planning their requirements many years ahead. But what about the conservationists, who want to preserve some of those resources—particularly the scenic resources—for permanent, nonmaterial, nonexploitative enjoyment? We do know what lands have been set aside in parks and preserves, but we simply do not know how much usage those lands can sustain and we do not yet know what other areas could and should be preserved against all inroads, for the benefit of future generations.

SPIRITUAL NEEDS, TOO

In his state of the Union message, President Eisenhower specifically noted that the conservation and development of "our soil, water, mineral, forest, fish, and wildlife resources * * * are vital to the present and future strength of the Nation." The President surely could not have meant to allude only to material strength. Conscious as he evidently is of the spiritual needs of the people, he doubtless meant also to draw attention to the intangible but very real values of America's incomparable scenic resources as well. A major effort such as the Sierra Club suggests, to determine through a presidential commission just what

are these resources, what are the conflicting demands, and what are the highest uses, ought to have a strong appeal to the President.

The Sierra Club's proposal is spelled out by Mr. Brower in an article entitled "Scenic Resources for the Future," in last December's Sierra Club Bulletin, which, in that issue at least, is no "bulletin" but a handsomely illustrated magazine containing material of interest to conservationists not only on the west coast but all over the country.

Particularly relevant to the problem of wilderness preservation is an article by Grant McConnell, professor of political science at the University of California, on "The Cascades Wilderness," a little-known area of northwest Washington that is at present only partially protected against incursion and yet is described as scenically "among the superlative areas of the continent." This region, according to Professor McConnell, is under "rapidly growing" pressure for exploitation of its undoubted timber and possible mineral resources. It is relevant to ask whether areas of such completely primitive quality and remarkable beauty should not be maintained for a much higher purpose than transitory but destructive commercial development. Such areas, as Professor McConnell remarks, could well be considered not only as the playgrounds of the Nation, "but rather its sanctuaries."

Senator ANDERSON. Mr. Little.

(No response.)

Senator ANDERSON. The statement of Dr. Spencer Smith has been received and will be put in the record at this point.

A statement from the American White Water Affiliation by D. K. Bradley will also be put in the record at this point.

(The statements referred to follow:)

TESTIMONY OF DR. SPENCER M. SMITH, JR.

Mr. Chairman, the Citizens Committee on Natural Resources is most appreciative of the opportunity to appear before this committee in support of S. 846.

The overwhelming majority of conservation organizations are indeed cheered by the introduction of this measure and the Congress' attention to it. It marks an important recognition of the accelerated demands upon the country's resources for recreational use.

From the vantage point of my own profession as an economist, I am ever struck by the preponderance of testimony that is offered before the Joint Committee on the Economic Report as to the explosive nature of our economic expansion on practically all fronts. When this information is carefully analyzed we are aware that everything in this room, with the exception of the individual persons, has been fashioned and created from natural resources. Therefore, the accelerated production on all fronts constitutes an imposing and significant drain upon these natural resources. It is to our good fortune and wisdom that many of these natural resources are replaceable, and it is to our concern that some are not. Despite the warnings of many, some dating well over a half-century ago, the public as a whole is still in the process of being alerted to the problems of our natural resources meeting a more varied and greater utilization. Certainly, in the case of recreation, the awareness has not come to full fruition. It is comparatively recently that the expenditures by the public on recreational items has increased at an amazing rate.

There can be little question as to the vigor of the national economy, for despite the concern of the depression years of the thirties, the war years, the threats of inflation, the increased taxes, and our increased population, it still remains that each person has more real income after taxes than ever before. It is likewise true that the average time of gainful employment, the years of work, are less; and the leisure time is greater.

Some dimensions of the demands upon the recreational resources appear obvious from the foregoing. The increase in national forest visits is indicative of the new demands—having increased from 7 million in 1929 to a little over 50 million in 1956. This represents an increase of about 660 percent. Equally startling are the uses made of our national parks—private, State, and local facilities. It would seem to stand unopposed that more people with more money per individual, more leisure time, with greater per capita availability of automobiles are going to continue to demand greater and greater uses of our recreational facilities.

The Citizens Committee on Natural Resources is most happy to join with the Izaak Walton League and other conservation organizations in expressing our appreciation to the Congress and specifically to the authors of the bill for the recognition of a most important resources use. We earnestly desire that an inventory of these resources be accomplished at the earliest possible date.

AMERICAN WHITE WATER AFFILIATION,
New York, N. Y., May 14, 1957.

Re S. 846.

HON. JAMES E. MURRAY,
*Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington 25, D. C.*

DEAR SIR: I am informed that your committee is about to hold hearings on the above bill to create a National Outdoor Recreation Resources Review Commission. I have just read the text thereof, and I wish to express the wholehearted support of the American White Water Affiliation for this proposed legislation.

With the increasing complexity and pressures of modern civilized life, there is an ever greater need for our people to get out in the quiet woodland and wilderness areas to recover their emotional equilibrium and release the accumulated nervous tensions. There, however, we collide with competitive commercial and industrial interests, who want to destroy our remaining outdoor areas for private exploitation and profit: Lumber interests who want to slice up our wilderness for profitable timber, stockmen who want to graze it to death in a few years (then what?), power combines (based in Maine) who seek only to build (inadequate) dams for profitable power, Army engineers who see a beautiful river valley (such as the Potomac or Delaware) only as a challenge to mess it up with flood-control dams, and certainly not least, the Army itself with its destructive weapons-testing ranges.

It is easy to assess the monetary value of such improvements and the profits therefrom, but who can measure the dollars-and-cents value of the spiritual and emotional regeneration of a weekend, or a vacation, spent in quiet woodlands or wilderness, away from the whine and turbulence of civilization. Or the cost of wasted human resources and productiveness lost through mental disorder for lack of such release? (Just last night I read that the United States has the highest insanity rate in the world.)

I know you are well aware of the problem—I am glad to note that you are one of the cosponsors of S. 846—and I am sure we can count on you to push this legislation through to enactment with all possible speed.

Respectfully yours,

D. K. BRADLEY,
Chairman, AWWA Conservation Committee.

(For your information, the AWWA is an affiliation of river-cruising groups from coast to coast, and of canoeing sections of larger outdoor organizations such as the Appalachian Mountain Club, Prairie Club, Sierra Club, as well as many hundreds of individual river canoeists, kayakers, and others.)

Senator ANDERSON. Mr. Brandborg.

STATEMENT OF STEWART M. BRANDBORG, ASSISTANT CONSERVATION DIRECTOR, NATIONAL WILDLIFE FEDERATION

MR. BRANDBORG. I am Stewart M. Brandborg, assistant conservation director of the National Wildlife Federation.

It is a pleasure to be here on behalf of nearly 2 million sportsmen and conservationists of the National Wildlife Federation, to speak in support of the national recreational resources review as provided in S. 846 and other bills before this committee.

I would like to read the resolution of this legislation passed by representatives of the federation's State affiliates at its 21st annual meeting here in Washington last March 1, 2, and 3.

Be it resolved, The National Wildlife Federation endorses H. R. 3592, S. 846, and similar bills proposing a national recreational resources review. We request early enactment by the Congress.

The federation wishes to commend the Izaak Walton League of America for its leadership in preparing and presenting this legislation. We also recognize the part played by the Sierra Club in developing the concept through its own advocacy of a "scenic resources review."

In joining in the support of this legislation, however, the federation wishes to emphasize that it must not be considered a substitute for action programs and special legislation needed now for the protection and preservation of critical wetlands, for improvement of recreational facilities and wildlife habitat in the national forests, and for protection of wildlife refuges and wilderness areas. It must not be used as an excuse for delay of mission 66 in the national parks or Operation Outdoors in the national forests.

Senator ANDERSON. Let me say that as far as I am concerned, and I am sure the other sponsors of the bill do not regard it as any substitute for these action programs and we would not want it to be used in any way as an excuse for delay on mission 66, Operation Outdoors, and things of that nature. This is purely an attempt to get an inventory to know where we are going. Those of us who sponsor the bill want it to be so regarded, and I am glad you brought up that point.

Mr. BRANDBOG. I am very grateful for that reassurance.

You have spoken and many other witnesses have spoken of the need for this type of legislation.

This legislation is offered at a time when we are becoming acutely aware of the increasing pressures of spiraling populations on our land resource. It is a realistic step in facing up to the critical need for effecting some kind of balance between increasing human demands upon the land for food, shelter, and the many products required by our modern-day living and precious outdoor areas—wildlife refuges, game ranges, wilderness areas, forests, parks—that are so essential to our health and well-being. Experience has shown us that these irreplaceable recreation resources can be destroyed in favor of uses of the land which cannot be justified in view of man's long-range interests.

It is of vital concern, then, that we determine where we are going with these outdoor values. We must anticipate and be prepared to meet the needs of the future. We must lay a plan for long-range development and improvement of our public and privately owned lands that will play increasingly important roles in satisfying our basic needs for outdoor recreation. Without a recreational resources inventory, there can be no pattern for the protection and management of outdoor values to assure us that we can save and develop enough of these to satisfy future needs.

I wish to emphasize that the National Wildlife Federation does not consider enactment of this legislation, and activation of the recreational resource inventories which it would authorize, justification for any slowdown in pursuing the objectives of other recreational and conservation programs which must have congressional approval and be supported by funds appropriated by Congress. Acquisition of wetlands for the purpose of protecting migratory waterfowl, recreational development of national forests and parks, enactment of sound legislation to protect and provide for the enjoyment of wilderness areas

for their primary wilderness use, and many other programs, must be advanced as quickly as possible if we are to keep abreast of the growing needs for outdoor recreation.

It would appear also that definite legislative steps will have to be taken to protect areas of high recreational, scientific, and esthetic value, pending completion of the outdoor recreation resources review. Such measures would prevent the loss of areas of high probable value during the periods when standards, criteria, and projects of future needs are being developed as part of this inventory.

The National Wildlife Federation endorses this legislation and urges the favorable action on it by this committee at the earliest possible time.

Thank you for the privilege of appearing here today.

I do want to thank you for this privilege of appearing on behalf of the federation and its State affiliates.

Senator ANDERSON. Thank you very much. We are always happy to have the National Wildlife Federation on our side. It is a fine organization.

Mr. Poole.

STATEMENT OF DANIEL A. POOLE, EDITOR, OUTDOOR NEWS BULLETIN, WILDLIFE MANAGEMENT INSTITUTE

Mr. POOLE. Senator Anderson, like the previous witness I will be very brief. Much of the information included in our statement has already been made a part of the record.

I am Daniel A. Poole, editor of the Outdoor News Bulletin, a news service issued by the Wildlife Management Institute. The institute is one of the older national membership organizations that is dedicated to the improved management of natural resources in the public interest. Its program has been continuous since 1911.

Outdoor recreation has long been associated with the American way of life. Without doubt, many popular outdoor sports like hunting, fishing, camping, and hiking are a logical and traditional extension of activities from colonial times when a man's steadiness with a gun, a snug camp, and an ability to walk great distances were as indispensable in everyday life as today's dwellings, automobiles, and supermarkets.

Sportsmen will continue to hunt for a Thanksgiving turkey or a wild goose for Christmas, but the need for a successful stalk is not as acute as it was many years ago. But by nature and by practice we are a dynamic people, and our forms of recreation are ample testimony both of the enjoyment and satisfaction found in outdoor activity and a widespread and deep-seated interest in nature itself.

Current statistics on individual outdoor activities and areas of general recreational usage are impressive. An estimated 50 million visits are made to national forests now, and the United States Forest Service predicts that the visitation rate will increase another 33 percent by 1962. National parks and monuments accounted for 50 million recreationists, and State parks accommodated 183 million. The 1955 national economic survey that was conducted by the United States Fish and Wildlife Service in cooperation with the States disclosed that nearly 21 million persons fished and about 12 million hunted during that year. Approximately 25 million persons are said to be boating

enthusiasts. Although it should be assumed that these figures represent some duplication in recreational participation, it must be realized that there still are uncounted millions of persons that depend on the out of doors for recreational pursuits such as hiking, photography, camping, and bird watching.

Some of the Federal agencies are taking notice of the unparalleled participation in outdoor sports and activities. Last year the National Park Service made public its Mission 66 plan for the improved maintenance and enhancement of facilities in the national parks. This year, the United States Forest Service launched the first phase of Operation Outdoors, a 5-year plan to provide an orderly and maximum development of national-forest areas for picnicking, camping, hunting, fishing, and other recreational activities.

A task force of the United States Fish and Wildlife Service is working on a draft of a long-range plan to gear the programs of its Bureau of Sport Fisheries and Wildlife to the existing and mounting demands of the ever-increasing human population.

An example of how the recommendations of the proposed National Outdoor Recreation Resources Commission may be useful is suggested by a study report published last year by the National Park Service. This report shows that only 240 miles of the 3,700 miles of general shoreline of the Atlantic and gulf coasts are in either Federal or State ownership for public recreational purposes. And more significantly, 50 percent, or 120 miles, is in only 3 units—Cape Hatteras National Seashore Recreational Area in North Carolina, Acadia National Park in Maine, and Everglades National Park in Florida.

Had there been the foresight years ago to undertake an earlier survey of this kind, the information obtained would have provided a useful guide to the Federal and State Governments and to localities for charting and reserving appropriate shoreline sites for recreational purposes.

The coastal shoreline survey, of course, pertains only to one facet of the general outdoor recreation picture, but it exemplifies the values that would be forthcoming from a comprehensive, across-the-board study of overall recreational habits, trends, and requirements, and the opportunities for public participation now and in the future.

Senator ANDERSON. I am glad you referred to the shoreline problem. This is a very real problem. There are new superhighways built to get people to the coast much quicker. The natural question when you get there is what do you do.

Mr. POOLE. Not too much at present.

Senator ANDERSON. Thank you very much, Mr. Poole. We appreciate your group taking time to come here for this hearing.

Mr. POOLE. Thank you, Senator.

Senator ANDERSON. Mr. Packard.

STATEMENT OF FRED M. PACKARD, EXECUTIVE SECRETARY, NATIONAL PARKS ASSOCIATION

Mr. PACKARD. Mr. Chairman, I am reminded of a remark that Howard Zahniser made at one time; if you sit and listen long enough, you will find that everyone has said what you had to say.

Senator ANDERSON. We are glad to have you say what you have to say.

Mr. PACKARD. Thank you, sir.

By resolution of its executive committee, adopted at its meeting on April 1, 1957, the National Parks Association wholeheartedly endorses S. 846, to establish a National Recreation Resources Review Commission, and urges this legislation be enacted promptly.

During the past several decades, the American people have turned to the natural outdoors for their principal recreational activity, a third of our population traveling to the national parks and monuments and national forests each year. These areas, and the State parks, wildlife refuges, lakes, and woodlands, are now contributing benefits to the health and well-being of the people on a scale that has led to recognition of recreation as an inherent value of these lands equal to, and in many instances greater than, the financial gain that could be realized from their economic exploitation.

The family automobile has made every part of the country accessible, and the people now enjoy longer periods of leisure that permit them to go where they wish on vacation. With an even shorter workweek promised in the near future, the demand is compounding for places to go where one can leave the tensions of modern urban and industrial living for the refreshment and revitalization provided by the undisturbed outdoors. Already the national parks are being "loved to death" by the people using them, and even the valiant program of the National Park Service to provide protection for the parks and services for its visitors cannot alone fill the public need. The national forests are handicapped by inadequate funds for recreational services, and their potentiality for providing this resource has been inadequately inventoried. The State parks and other land already reserved or dedicated to this use are inadequate to meet present requirements, to say nothing of the demands of the immediate future.

Our country still has excellent potentiality for filling the requirements of our people for the healthful recreation the outdoors alone can provide. But we do not know what additional areas should be dedicated to this purpose as the wisest use of such land. So far, reservation of the land that has been devoted to this use has been on a more or less helter-skelter basis, usually the achievement of a group of people who have been especially interested in the preservation of a particular property. No one has inventoried the recreational assets of the Nation as a whole and presented recommendations that will insure their perpetuation. This legislation will provide that vital information.

The recreational survey must be made at once, or the land that properly should be reserved for recreation as its highest use will be converted into townsites, violated by concrete highways, or despoiled for immediate profit rather than long range benefit. It has been estimated that we have perhaps 10 years to act to safeguard this resource. Unless the survey is made now and completed by the date specified in the legislation, so that immediate steps can be taken to protect the necessary areas, irreplaceable assets will be lost forever. We believe there should be a moratorium on the disposal or permanent alteration of such lands as are now recognized as potentially of high value for recreational benefits during the period of the survey, so that in every case the wisest use will be made of these lands.

The National Parks Association believes the pending legislation represents the right approach. The survey must be broad and

thorough; it is of concern to every land administering agency, Federal, State, and local, and to private landowners. It is too vast an undertaking for any one segment of the government to handle alone, and requires supervision of a Commission empowered by Congress to deal with all levels of concern and to act as representative of the Congress itself.

Senator ANDERSON. I take it you are in sympathy with the suggestion made by the Sierra Club?

Mr. PACKARD. Very definitely.

Senator ANDERSON. That there ought to be a temporary withdrawal of points we know are going to have great scenic value later on.

Mr. PACKARD. I would endorse the suggestion wholeheartedly. I might name two examples that occur to me quickly. One of them is the northern Cascades country in Washington, which is currently being surveyed to a degree with the idea of determining what parts should be considered for its recreation and wilderness potentiality. The second would be the case of Admiralty Island in Alaska, which was proposed to be a national park. I have no opinion personally whether it should or should not be made a national park.

Senator ANDERSON. There is no reason why there should not be a decision on it.

Mr. PACKARD. That is right. The Izaak Walton League has proposed that there be a resurvey to determine its best use. I think logging plans are being proposed right now for using the forests on Admiralty and I think that could be deferred to find out what is the best use for that land.

Senator ANDERSON. Certainly we are not short of forest lands in Alaska. This is something that might be done. Thank you for those examples, because that is the sort of thing that is needed to point up the requirement for such a recreation survey.

Mr. PACKARD. There are many more I can think of. One that would interest Senator Watkins is the magnificent scenic and recreational areas in Utah. The Valley of the Goblins has been proposed for national monument status. The Senator asked if a hearing could be held to determine if there are other values there that are important. I think that type of land should be held to see whether it is to be used for uranium mining or recreation or whatever it might be.

Senator ANDERSON. I can only say this to you. If you have any other ideas that would come along and support the general proposal that we ask for some temporary withdrawals of these, I would be very happy to see it.

Mr. PACKARD. I would be glad to send it.

Senator ANDERSON. We had a discussion in this room, referring not only to Interior work, with reference to Alaska where the Army has 1,800,000 acres in two reservations. The witness from the Army—I better say the Military Establishment has it—I guess the witness was from the Air Force. We do not have this area of 600,000 acres at all. We have recommended that be abandoned. As to the million acres, we have recommended that 800,000 acres of that be abandoned. So that left them 200,000 acres out of 1,600,000 acres. But he had another area where he wanted to take about that much. I think that is fine. I think the military ought to resurvey its requirements and drop those things that are of no particular interest to them, and pick up things that are of great significance to them. But in the meantime tre-

mendous areas in Alaska were being tied up while they made their decision. If in the meantime we find certain park areas that ought now to be protected, this might be a good time to do it and a good time to call it to the attention of the country. I am glad to have your endorsement of that point of view. Thank you very much for being patient.

Mr. PACKARD. Thank you.

Senator ANDERSON. Mr. Zahniser. We are always glad to have you come and testify before this committee.

Mr. ZAHNISER. I think, facetiously, that that may be because I am always the last witness.

Senator ANDERSON. At this point I would like to insert a statement of Senator Wayne Morse to this committee.

(The statement referred to follows:)

STATEMENT OF SENATOR WAYNE MORSE

Mr. Chairman and members of the committee, I appreciate this opportunity to testify briefly on S. 846 which I regard as a most worthwhile proposal to establish a National Outdoor Recreation Resources Review Commission.

After S. 846 was introduced, I wrote to Senator Anderson endorsing the bill and recommending that I be listed as a cosponsor. I do not propose today to speak at length, because this bill so clearly states its purpose that there can be no dispute about either its necessity or the worthwhile benefits that will flow from its passage.

I do wish to make a part of the record my letter of February 7, 1957, to Senator Anderson and I would like to mention briefly certain points in that letter.

MORATORIUM ON CHANGES IN RECREATION AREAS ESSENTIAL

I believe it would be helpful in the formulation of a national recreation policy if there were to be a moratorium in changes in the present federal areas set aside for outdoor recreational use. I also believe that this prohibition should extend for 1 year beyond the time when the National Recreation Commission makes its recommendations, so that an opportunity to consider the impact of proposed changes on recommendations can be assessed. As I wrote to Senator Anderson, I do not feel that the need for alterations is so pressing that we cannot await the results of the Commission's deliberations.

In my own State of Oregon, despite the fact that I outlined a proposal for statewide consideration of wilderness and recreational uses very similar to that discussed in this bill, the Secretary of Agriculture proceeded to eliminate 50,000 acres from the Three Sisters Wilderness area, while he created 2 new areas with a total of 82,000 acres. In the State of Washington the Glacial Park Wilderness area is up for reconsideration and here again I think that the decisions should be influenced ultimately by the type of recommendations that the Commission makes on a regional or State basis. I hope that this Commission will consider the question of the Three Sisters and ascertain whether or not it should recommend that some of it or all of it be restored to wilderness area status.

RECREATIONAL FACILITIES FOR THE FUTURE

This bill, however, is concerned with all types of outdoor recreation in wilderness. We have millions of Americans in our cities who are taking advantage of better highways and means of transportation to travel to the forest, the lakes, the mountains, and the seashore to enjoy our great out-of-doors. The purpose of this bill is to provide this generation and future generations with ample areas of land retained in a reasonably natural condition, so that it will be possible to provide ample recreational facilities for people. I think that it is timely that we undertake this survey.

I would like to insert in the record an article from the Washington Post of May 5, 1957, which discusses the total lack of outdoor camping facilities in the great historic Williamsburg, Yorktown, and Jamestown area of the State of Virginia. This is just a small example of the need to provide recreational facilities. Probably more American history was written in this area than in any other part of our Nation, and there are people from all of the Nation who will be coming to the Jamestown celebration this year. Yet, through an oversight,

neither the National Park Service nor the Virginia Recreation Commission has provided any facilities for travelers who wish to camp out either in a tent or a trailer as they visit this historical area on the James River. I think that we in the West may tend to think that the need for recreational planning is greater out there than it is back here. But here in the East, too, with its tremendous population, there is a steady increase in recreational use.

IMPORTANCE OF THE TOURIST INDUSTRY IN THE EAST

In the East there is not only a number of State parks and National parks, but in many States there are also national forests. Just the other day, our beloved colleague Senator Neely called to my attention that the tourist industry was the third-largest business in the State of West Virginia, and that it accounted for almost \$200 million worth of business in his State. Therefore, I would like to suggest that this Commission give consideration to including on the Commission two additional Members of the Senate and the House, who would be chosen without regard to whether they serve on the Committee on Interior and Insular Affairs. I realize that these committees have members with special capabilities and deep understanding of our recreational and outdoor problems. But I think that we should encourage the most active participation of all the people by insuring a broader representation.

This bill represents a real step forward in developing the facts which will lead to setting forth a sound recreational policy. We must do everything that we can to provide our young people with the healthy stimulus to mind and body that the outdoors promotes. I know of no better way to foster a love of country and to strengthen the roots of democracy than to insure that young Americans, as well as older Americans, have the opportunity to observe and enjoy our great natural resources. I know that you have a number of witnesses who wish to be heard and that each of them will have an interesting story to tell. I hope that this bill will be brought to the floor as soon as possible, and I am confident that it will receive the overwhelming support of the Congress.

FEBRUARY 7, 1957.

HON. CLINTON P. ANDERSON,
United States Senate, Washington, D. C.

DEAR CLINT: I have given your bill, S. 846, for the establishment of a National Outdoor Recreation Commission, careful study because the whole subject of recreation as it relates to multiple use is becoming of ever increasing importance to Oregon. I want to warmly endorse the concept set forth in this bill and request that I be added as a cosponsor to it.

Last fall, in Eugene, Oreg., I spoke on the subject of recreation and particularly on that phase related to wilderness areas on the national forests. At that time I called for a course of action very similar to that outlined in your bill.

The people in my State are concerned about the piecemeal handling of the development of a sound recreation system in the light of pressures that have recently been seen. You know my views so well that I shall not reiterate them at length but I am convinced that the proposals you set forth in your bill will perform the first and most necessary task—that of getting the facts.

There are a few thoughts I wish to express because it seems to me to be of paramount importance in meeting the objectives of your bill. I would deeply appreciate your consideration of these proposals.

During the period when the Commission is formulating its recommendations and for 1 year or an appropriate period thereafter the Secretaries of departments responsible for Federal areas shall not significantly alter the size of existing outdoor recreation resources. I do not feel that the need for alterations is so pressing that we cannot await the results of the Commission's deliberations and, further, such changes might drastically affect the overall recommendations that the Commission might be in the process of making.

Senator Watkins ably pointed out that the problem of recreation has special urgency for the East. Do you think it might be desirable to include on the Commission two or more additional Members of both the Senate and the House chosen without regard to the committee on which they serve so as to insure fuller participation by Members of Congress who represent the East. As presently set up there would be no provision for such outstanding friends of conservation and recreation as for example, Senator Humphrey and Representative Blatnik to serve. As you know, Minnesota contains some of the most unique recreational areas of our Nation. Here we have tried some novel approaches in

the handling of wilderness and, as a result, in intergovernmental relations particularly regarding in-lieu payments. I would certainly think we would want to have the experience of a Minnesotan on the Commission.

This measure is needed to formulate policies for outdoor activities which are expanding at such a rapid rate. I know that with your leadership we can expect vigorous action and I look forward to strong support for this proposal.

With warm regards.

Cordially,

WAYNE MORSE.

HOSPITALITY ASKED FOR ALL—JAMESTOWN, WILLIAMSBURG CAMPSITES
URGED BY ARLINGTON OUTDOORS MAN

Virginia or the National Park Service should make it as easy for campers as it is for other tourists to see the great historical show at Williamsburg, Yorktown, and Jamestown this year. This is the opinion of a camper who has written to State and National officials.

"There seems to be some discrimination against those who camp when they travel," according to a letter sent the National Park Service and the Virginia Recreation Commission by Charles E. Planck, Arlington, Va., after an Easter weekend visit to the early American restorations. "Actually, it is probably an oversight, but one that can still be corrected before the close of the pageantry and show at Jamestown that will highlight all tourist travel this year.

"Only overnight camping facilities are indicated. Perhaps a maximum stay of 2 nights should be the rule. There are hundreds of families who use camp trailers, others who live in today's big station wagons on the road, and those who have cars with beds, in addition to the rugged tenters. Many cannot afford today's hotel and motel prices.

"Perhaps the ball fell between two outfielders, with Virginia and the National Park Service expecting each other to provide," Planck wrote. "Both know how to make the camper happy, Virginia in her admirable State parks and plentiful roadside picnic areas, and the Park Service in its famous and generous camping places.

"At any rate, the camper has no place to lay his head in Williamsburg or Jamestown. We put up our Ranger camp trailer in an unfinished parking pulloff on the shore of the James River, and next morning a kind park ranger explained that no overnight camping was permitted. He added that he had not had the heart to make us move after we had bedded down.

"This failure to provide for the growing numbers of campers contrasts poorly with the sensible and welcome provisions for other visitors at this Virginia shrine. Williamsburg is well worth the \$3 charged, and Jamestown worth the \$1 admittance. Free admittance of children is what we can expect from an education-wise government. It is most pleasant not to be dined and quartered to death. This show is the tourist bargain of the year.

"But campers are tourists too. They just act differently. They like to sleep outdoors. They prefer pine needles to foam rubber. They ask for—and are satisfied with—very little. Water and toilets are their simple needs."

Planck pointed out that "No Vacancy" signs decorated every motel and tourist home he saw in Williamsburg. Camping facilities, he concluded, would not hurt local business.

"Virginia really should fill the need," he wrote. "With its fine roads to our Nation's first settlement, and its really wonderful show, the State is attracting tourists from everywhere. It would take but little time and little money to be hospitable to everybody."

STATEMENT OF HOWARD ZAHNISER, EXECUTIVE SECRETARY AND
EDITOR OF THE WILDERNESS SOCIETY

Mr. ZAHNISER. As I was sitting back thinking of what I would not say again that had already been said, I was passed a note by David Brower which said, "Maybe you would like to ad lib that the highway program may very easily bring to our seashores a tidal wave from inland."

Senator ANDERSON. I mentioned that a moment ago to the witness who was testifying. I think it not only can but it is likely to do so. I would be happy to have your comments on it. It seems to me that I read that a bus had left New York and only a short time later had arrived in Chicago and had not stopped rolling except once or twice for gasoline between the two places. It continued its trip and made it in a very few hours. If that is true, once these roads are finished, a person can get into a car in one of the interior States in a great farming belt of Indiana, Ohio, Iowa, and be in the Atlantic seacoast in an overnight trip. I am curious to know what he is going to do when he gets there unless there are additional recreational facilities or protection at least of the existing recreational facilities. We would be happy to have any of your comments on that.

Mr. ZAHNISER. When the highway program was being discussed before congressional committees, I presented a statement entitled "At the End of the Road," asking the people who were planning that highway program to take into consideration the importance of some areas in the country that we hope to have remain roadless, and to consider the importance of highways as access to places where there are no roads.

(The statement referred to is as follows:)

PROTECTING OUR WILD PLACES AT THE END OF THE ROAD

A statement by Howard Zahniser, executive secretary of the Wilderness Society, a national conservation organization with headquarters at 2144 P Street NW., Washington 9, D. C., presented to the Committee on Public Works of the House of Representatives during the committee's consideration of a bill (H. R. 4260) to create a Federal highway corporation for financing the construction of a National System of Interstate Highways, May 19, 1955.

The imagination of the American people has been stirred by the highway program that this committee has been considering, and I have indeed in many ways shared this enthusiasm. I spent my college summers, in the Allegheny River Valley of northwestern Pennsylvania, as an employee of the Pennsylvania State Highway Department, and I thus had opportunity to learn at firsthand the challenge and satisfactions of highway construction. No one could be more appreciative than I for the great system of roads we enjoy in this country, and I count it a good fortune that I have been able to enjoy traveling on these roads in every State of the Union.

Yet it is my special purpose at this time, Mr. Chairman, to call attention to what is at the end of the road. I wish to emphasize the values of the areas of our land that are being deliberately preserved as roadless in accordance with well-developed, public policies, and finally, therefore, I wish to urge the safeguarding of this basic national policy in any legislation that is here developed.

My name is Zahniser (Z-a-h-n-i-s-e-r), first name, Howard. I am executive secretary of the Wilderness Society, with headquarters here in Washington, D. C., at 2144 P Street NW., Washington 9, D. C., and editor of the *Living Wilderness*.

The Wilderness Society, by provision of its bylaws, is composed of individuals "who feel that the entire Nation and they themselves are losing something of value when a highway is built in a wilderness * * * or when mechanical civilization encroaches in any way on the last remnants of wilderness left for themselves and their posterity." The society undertakes to serve and represent the public interest in the protection of the areas in our national parks, in our national forests, and elsewhere that have been set aside for protection from roads, from buildings, from all permanent habitation, for the preservation of their natural conditions, for the use and enjoyment of the people, now and in the long future the people who will wish to continue to seek out the wilderness experiences which have always meant so much to Americans.

It is this interest and this undertaking of the Wilderness Society that make me welcome so eagerly the opportunity to testify before this committee.

The purposes of the Wilderness Society are summarized, along with the society's related purposes, its basic beliefs, and its program of activities, on the back page of the winter 1954-55 issue of the *Living Wilderness*, a copy of which is herewith submitted for each member of the committee. I cite this particular, recent publication because it also reports, on page 49, a resolution of the governing council of the Wilderness Society, at its meeting in September 1954 near the Gila wilderness area in New Mexico, "to look into highway and other programs which might threaten roadless and other areas being specially protected."

In connection with this New Mexico meeting of the council, a meeting which it was my privilege to attend last September, there was dedicated a special memorial to the late Aldo Leopold, forester and wildlife manager, outdoorsman, ecologist, philosopher and practical idealist, interpreter of nature, pioneer in wilderness preservation, for his pioneer influence in developing our national policy for the preservation of a system of wilderness areas. It was our great privilege on that occasion to have the Honorable Clinton P. Anderson, United States Senator from New Mexico, deliver to us a special address paying tribute to Aldo Leopold and to his ideal of wilderness preservation. Referring to the Gila wilderness area as the type which Aldo Leopold liked and which he sought to preserve, Senator Anderson described this type as "a wilderness not crossed and recrossed by oiled roads and excellent means of transportation, but a great tract that was almost pathless forest where a man traveled best if he traveled on foot or in the saddle."

Senator Anderson called Aldo Leopold "a dominant influence in the move not only to preserve the Gila wilderness but also wilderness areas throughout the country," and, speaking of Leopold, Senator Anderson testified:

"Thirty years ago he enlisted me in the cause of preservation of wilderness areas in general. I shall never forget how he poured out his heart on the subject of primitive tracts which seemed likely to be destroyed with the development of the auto, the truck, and the speedier methods of transportation."

Mr. Chairman, this public-interest program that started so long ago, this cause in which Senator Anderson testifies to enlistment 30 years ago, has resulted now in the designation of some 79 wilderness, wild, primitive, and roadless areas in our national forests. It has enriched the values that are being realized in the preservation of our national-park system. It has included the designation of 12 roadless areas and 4 smaller, wild areas by the Bureau of Indian Affairs on Indian lands. Some of the national wildlife refuges and many State areas (including the great New York State Forest Preserve in the Catskills and Adirondacks) include significant tracts of lands that are being preserved free from roads. Altogether, there are 200 or more such specially protected areas of wilderness in the United States.

Protecting these primitive remnants of our past does not, as a matter of fact, involve any significant sacrifice. They total only about 1 percent of all our public lands. They are not needed for any purpose that would destroy them. All such purposes are well served on the areas not so protected. But these specially protected roadless lands do serve a great and increasingly important public purpose in their natural condition and they merit your consideration. I assure you they do.

A few years ago Hon. Raymond H. Burke, a Member of the House of Representatives from Ohio, who was chairman of the Subcommittee on Conservation of Wildlife Resources of the Committee on Merchant Marine and Fisheries in the 80th Congress, instigated a special inquiry regarding our national policy of wilderness preservation. In response to this inquiry, the Legislative Reference Service conducted a study and prepared a 114-page report which was printed with the title "The Preservation of Wilderness Areas: An Analysis of Opinion on the Problem," by C. Frank Keyser, regional economist, Legislative Reference Service, Library of Congress. In this study there are listed and briefly described some 204 areas, and the development of national public opinion with regard to wilderness preservation is well represented.

It is not my purpose to discuss this policy in any detail here, of course, but I did wish to indicate its scope and its definite form and something of the traditions it already has. Clearly, it is a policy that cannot be endangered without threatening a serious public loss, nor without a resulting protest from the public. No single one of these relatively few areas of still remaining wilderness in Amer-

ica could be violated without engendering a most earnest controversy. Thus, it is my purpose, in the interest of all concerned, to urge this committee to add a consideration of this policy to the many aspects of the public interest that are here under study, and to include in any basic authorization of a Federal highway program a provision for respecting the few areas that, as a matter of deliberate public policy, are being carefully kept roadless. And I am sure that there can thus be avoided many unnecessary controversies in the future.

Mr. Chairman, I well remember a bitter and frustrating controversy some 4 years ago that came all unexpectedly when sportsmen and other conservationists became suddenly aware that the New York State superhighway called the throughway had been so planned as to cross the Montezuma National Wildlife Refuge. This national refuge, a 9-square-mile area at the northern end of Cayuga Lake, 4 miles northeast of Seneca Falls, N. Y., when thus in jeopardy, proved to be an area of concern not only in New York State and in Washington, D. C., but nationally. The ensuing controversy was time consuming and embarrassing to the State department of public works, yet throughway plans had gone so far that a rerouting could not be agreed upon. Superintendent Bertram D. Tallamy, of the State agency, meeting with President Donald M. Tobey, of the New York State Conservation Council, and H. A. Sinclair, New York president of the Izaak Walton League of America, as reported on page 34 of *The Living Wilderness* for autumn 1951, did give assurances that "the conservation aspects of future plans of his department will be given special consideration and discussed in advance with representatives of conservation groups." It was most unfortunate that such a simple lesson should have to be learned at the expense of bitter controversy.

Mr. Chairman, this is but one example out of many that might be cited indicating that controversies might well be avoided if the issues and policies involved could be understood in advance and considered during planning stages. In too many instances our national planning has been from viewpoints that do not allow vision for the total public interest but, rather, obscure from view some of our very important national goals. Then construction programs in their later phases are beset with controversies. It is my suggestion that we here try to avoid such difficulties in the future with which we are concerned.

Based on studies of possible alternatives in connection with a number of controversies, my convictions are strong indeed that our highway engineers can plan routes which can avoid these areas of special protection, and can do it without significant trouble and expense, if such a course of action is made a part of our specifications for the program.

Accordingly, Mr. Chairman, I should like to suggest that, if H. R. 4260 be considered the basis for the committee's action, there be added at the bottom of page 2, following line 23, at the end of section 2, the following:

"It is hereby declared to be the policy of Congress to respect the roadless character of duly designated public areas that are being preserved in a primeval, primitive, or natural condition as a matter of public policy, and it is hereby provided that no highways shall be constructed or planned under this authorization, in or across any national park or national monument, any national wildlife refuge, or any duly designated wilderness, wild, primitive, or roadless area within the national forest except as may be provided further by specific authorization by Congress."

Some such provision, I should like to urge, should be included in any broad authorization for a national highway program, for, of course, any such comprehensive nationwide program must inevitably have possible effects on another public program for preserving areas roadless.

With further regard to H. R. 4260, if it should be the basis for committee action, I should also like to suggest that there be added at the end of line 4, on page 25, at the end of paragraph (b) of section 208 in title II the following:

"*Provided*, That no such rights-of-way or control of access shall be granted in or across any national park or national monument, any national wildlife refuge, or any duly designated wilderness, wild, primitive, or roadless area in the national forests except as may be specifically authorized by Congress."

Mr. Chairman, I thank you and the other members of this committee very much for your consideration of these matters and for your kindness in inviting this testimony. In conclusion, I wish to assure you that we of the Wilderness Society and our cooperators in the many other conservation organizations and agencies are in no sense in opposition to the development of adequate roads in the United States. Nor, indeed, are we necessarily opposed, in general, to any of the land uses or developments from which we seek to protect the areas of

wilderness that are being preserved. It is rather that within the areas thus zoned for preservation we seek such protection, knowing that elsewhere the opportunities are adequate and varied.

I realize that on such occasions as this those who are deeply concerned with our remaining areas of wilderness, those who carry the responsibility for representing the public interest in the preservation of wilderness, are often misunderstood as being of a single purpose and without regard for other public needs. I wish to assure you to the contrary and to point out that wilderness preservation within the whole broad scope of our public land-use program, is by no means inconsistent with the enterprises with which it so often comes in conflict on specific areas.

Wilderness appreciation is, in other words, not inconsistent with our culture but rather as an aspect of it.

In insisting that wilderness preservation be part of our public policy, we are not disparaging our civilization but rather admiring it to the point of perpetuating it. We like the beef from the cattle grazed on the public domain. We relish the fruits and vegetables from lands irrigated by virtue of the Bureau of Reclamation. We carry in our packs aluminum manufactured with the help of hydroelectric power from great reservoirs. We motor happily on paved highways to the approaches of our wildernesses. We journey in streamliner trains and in transcontinental airplanes to the conferences where we discuss wilderness preservation. We nourish and refresh our minds from books manufactured out of the pulp of our forests. We enjoy the convenience and comfort of our way of living—urban, village, and rural. It is because we want this civilization to endure and to be enjoyed on and on by healthful happy citizens that we want to see wilderness preservation included in our land-use programs.

Thank you, very much.

Mr. ZAHNISER. I think somewhat pertinent to our concern with this bill is the importance of planning those things ahead of time. If we are planning a highway program, if we know there are certain areas that we wish to have roadless, we can plan the highway program in that way. The incident you have given is another example of that need. A few years ago, when that sort of planning had not been done, and the thruway commission up in New York State suddenly found itself with a controversy on its hands because the road went through the Montezuma National Wildlife Refuge, the officials could very easily have avoided that without controversy if they had planned ahead.

Senator ANDERSON. I can only tell you that in my own State a group of people sent me a letter a few weeks ago saying that a certain highway was being constructed through an area that has a deep historical significance and some scenic value, an area that Kit Carson had made some use of, and various other pioneers, and said, "We can't get an answer of any kind from the highway people. They say it has to go through this particular place."

The road was changed 2 or 3 days later, because there was an equally attractive alternative route or nearly as attractive, and only a little effort was necessary to put it in the spot that did not conflict with a park already established and regarded by the people around as very essential.

I say multiply that a few thousand times by the thousands of miles that we are going to have, and there may be many areas that can be served and need to be served where the road can go away from it. I only wish some time, Mr. Zahniser, that you would come by my office and take a look at the correspondence I have with reference to one small stretch of road with which you are familiar, not over 10 miles in length, but the Republic is going to fall unless something is done with that, apparently.

MR. ZAHNISER. I will take the earliest opportunity to accept your invitation. The sooner we take these broad looks, and the farther we try to see, the better the programs are going to be, and that is what this bill you have sponsored and we have been discussing here has been designed to do.

MR. PACKARD quoted me as having remarked that so often when you come to say something, you find that everything has been said. If you should like to incorporate this statement of mine in the record as read, I shall be very happy to have that done.

SENATOR ANDERSON. Very well.

MR. ZAHNISER. Mr. Chairman, members of the committee, my name is Zahniser. My first name is Howard. I am executive secretary of the Wilderness Society and editor of *The Living Wilderness*. My headquarters are here in Washington, D. C., at 2144 P Street NW. I am glad for the opportunity of appearing before this committee in support of this legislation and, in doing so, am happy to be acting in cooperation with the Izaak Walton League of America, the Sierra Club, and other conservation organizations that also are advancing this proposal.

The governing council of the Wilderness Society at its most recent meeting, held on the edge of the wilderness canoe country in northern Minnesota last September 8 to 12, endorsed the idea of a scenic resources review. This had then been outlined in a guest editorial that had appeared in our spring 1956 issue of *The Living Wilderness*, by David R. Brower, executive director of the Sierra Club. At the same time, the council of The Wilderness Society urged the proponents of this scenic resources review to incorporate it in a form that could be advocated. I am accordingly very happy that the proposal has now been incorporated in the legislation that we are here discussing.

It was my privilege, and a part of my duty, to be a member of the recommendations committee at the fifth biennial conference held in San Francisco, Calif., on March 15 and 16 of this year. The conference unanimously adopted a recommendation that was formulated and proposed by the committee on recommendations to which I have referred. This recommendation of the conference said:

A satisfactory and well-rounded standard of life for our growing population calls for enhanced appreciation of outdoor scenic and recreational values.

Exactly what acreage is required for fulfillment of the various needs is unknown, but it is known that numerous superb areas, small and large, have been lost, or have been whittled away during the past decade, and more are slated for destruction. It is also known that areas not specifically set aside for protection with strict boundaries and with strict standards of quality have little chance for survival in our civilization.

The valid pressures for raw materials (including water); agricultural products; military requirements; transportation; growing urbanization and industrialization; and commercial, mechanized recreation, and mass entertainment are of such great intensity that in our preoccupation with them, we could lose sight of scientific and inspirational values. This great and prosperous nation can afford to give attention to the values which are more than material and are indispensable to the welfare of our people.

Developmental and resource surveys have been undertaken for land and water uses, including forest products, minerals, water, highways, military and urban development. However, these surveys have to date given scant, if any, consideration to wilderness and other scenic and outdoor recreation needs.

It is essential to know before it is too late that wilderness, wildlife, scenic, and other outdoor recreational resources still are available, where they are, and what is the type and quality of each, and their relation to the preservation of wilderness. It is also essential to estimate how many and what types of each we

shall need in 50 and 100 years, and how we may best save those selected for preservation with high standards of size and quality in perpetuity. If the opportunity remaining to save these outdoor recreational resources is lost now, it will be lost forever.

To this end, we recommend in principle the outdoor recreation resources review bill.

We further recommend legislative provision for temporary protected status, pending completion of the inventory contemplated in the outdoor recreation resources review, of certain lands of probable high scenic, recreational, and scientific potential as determined by the Commission; on land so protected there should be no intrusion or development that would preclude their subsequent use in the highest public good in accordance with criteria developed in the course of the inventory.

We urge that the legislation establishing the survey not be misinterpreted so as to interfere with the adoption of other legislation to provide for the immediate protection of wilderness and of resources in need of such immediate action.

That is the recommendation adopted by the fifth biennial wilderness conference in San Francisco, Calif., on March 16, 1957. We of the Wilderness Society endorse this recommendation, and I have found it a convenient way of presenting our testimony to this committee with regard to the legislation that is here being considered.

As regards the last point in this resolution—namely, the importance of not misinterpreting the outdoor recreation resources review proposal in such a way as to interfere with the adoption of other legislation to provide for the immediate protection of wilderness—I should like to call attention especially to an address delivered by Representative John P. Saylor, of Pennsylvania, on April 11, 1957, in Philadelphia, before the organization called Philadelphia Conservationists, Inc. This address, entitled "Our Outdoors," discusses the outdoor recreation resources review bill in some detail, and also makes plain that this bill and the bill that is commonly known as the wilderness bill, which also has been introduced in this Congress, are actually companion measures and not in conflict with each other. This address, *Our Outdoors*, by Representative Saylor was introduced into the Congressional Record on April 18, 1957, by Senator Wayne Morse, of Oregon, with some remarks of his own emphasizing what Senator Morse called—

this dual program for preserving certain areas of our primeval outdoors unspoiled, and at the same time conducting an inventory of all our outdoor recreation resources and formulating a program for their best use and adequate protection.

It is significant to note that both Senator Morse and Representative Saylor are sponsors of both these bills.

I should like to associate myself with the sentiments expressed by Representative Saylor and Senator Morse and have this address and these remarks of Senator Morse incorporated in my statement this point.

(The statement referred to follows:)

Remarks of Hon. Wayne Morse of Oregon in the Senate of the United States, Thursday, April 18, 1957, and Speech of Hon. John P. Saylor of Pennsylvania

MR. MORSE. Mr. President, one of the outstanding challenges facing the 85th Congress is the opportunity for establishing sound policies with regard to our American outdoors.

One aspect of this opportunity is represented by the wilderness bill introduced in the Senate on February 11, 1957, by the junior Senator from Minnesota (Mr. Humphrey), along with a group of cosponsors of both parties from Maine to Oregon, among whom I was glad to be numbered. The bill had been introduced

even earlier in this Congress in the House of Representatives, there also by Members of both parties, from various States.

One of these champions of wilderness preservation in the House is the Honorable John P. Saylor, of Pennsylvania, who also, like myself, is a sponsor of another measure of fundamental importance to the establishment of a sound outdoors policy—the bill to establish an Outdoor Recreation Resources Review Commission.

As it happens, there are among certain opponents of the wilderness bill some who have sought to give the impression that this outdoor recreation review bill is an alternative measure. Mr. Saylor, along with others in both Houses who also are sponsors of both measures, has effectively demonstrated, however, that the two bills are in fact very properly companion measures, both of which should be enacted.

This is one of the conclusions reached by Representative Saylor in a significant address on Our Outdoors which he presented on April 11, 1957 in Philadelphia, Pa., before the Wilderness Club of Philadelphia Conservationists, Inc. I ask unanimous consent that there be printed in the body of the Record, as a part of my remarks, this important address, which explains and advocates this dual program for preserving certain areas of our primeval outdoors unspoiled, and at the same time conducting an inventory of all our outdoor recreation resources and formulating a program for their best use and adequate protection.

This speech was delivered on April 11 by Representative Saylor, of Pennsylvania. I recommend its reading to my colleagues in the Senate.

MR. SAYLOR'S SPEECH: OUR OUTDOORS

(Address of Hon. John P. Saylor, of Pennsylvania, before the Wilderness Club, Philadelphia Conservationists, Inc., on April 11, 1957, in Philadelphia, Pa.)

I want to talk with you tonight about our outdoors. That is still a big subject in this country.

We have become more and more a nation of city people, workers in crowded metropolitan areas, living in suburbs, moving along crowded highways, flying in cozy airliner cabins almost out of sight of trees and streams. But the farther we get away from the rural areas that we all once knew so well and the more removed we are from woods, waters, and wildlife, the more we seem to care about our great outdoors.

Here in Philadelphia, our first great city, is a good place to think about what this means, and what we ought to do as citizens about our outdoors. I am glad to be here—always glad to be in Pennsylvania and, like all Pennsylvanians, glad to visit Philadelphia. Here, of course, you have the Philadelphia Conservationists, Inc. Here you have the Wilderness Club. Here, in other words, is an ideal setting for some earnest thinking about one of the most important subjects that Pennsylvanians and other Americans are discussing these days.

So I deeply appreciate the invitation you have sent down to me in Washington to come back up here tonight and talk with you, and I thank you for this excellent opportunity you have provided for saying to some deeply interested fellow citizens some things that certainly need to be said.

Here in Pennsylvania—in this sylvan State—I wonder if we fully realize what it means to be discussing what we ought to do about our outdoors? I wonder if we sense fully the fact that our outdoors actually depends on what we do about it.

We have been taking the outdoors for granted, taking it as a matter of course—one thing that we didn't have to do anything about. When we have grown tired of doing things, then we have gone outdoors—anywhere. The outdoors was there all around us. We didn't have to do anything about it, except enjoy it—the great outdoors!

Not everyone has yet realized that this is changing. But it is. And it is slowly dawning on us that we are going to have to do something about it.

My fellow citizens, I am here tonight to tell you plainly that if we have in the future, just over the horizon of our beautiful Pennsylvania hills of today, a still great and beautiful American outdoors, it will be because you and I and our fellow citizens act now with a determination to see that we do have it.

You can no longer trust to the fortunes of history to leave a valley here and a range of mountains there, untouched, undeveloped, unspoiled. You can no longer anticipate an expanse of country so spacious that whenever you wish you can just hike off across the fields and into the woods along some stream and

wander around back to where you started, praising God for making the country and thanking Him for always having lots of it at hand whenever you want to escape for a while from the manmade city.

Civilization crowding the outdoors

Our civilization is destined to occupy for its purposes every acre on this land. There are so many of us Americans already and so rapidly are we increasing that if all is left to chance, and we do nothing about it, then—when you or your children head for the country in the future, city will change to suburb, suburb to country estates, country estate to carefully cultivated farms, and farm will lead again to country estate, estate to suburb, and suburb to another city. We are destined to occupy the whole of this land; and if we like open spaces for picnicking, streams for fishing, hills, and fields for hunting, we are going to have to occupy such open spaces, such streams, hills, and fields for these very purposes.

If we are going to have any of our land wild and unmodified by man it will only be because we have deliberately so dedicated such areas.

So I say that a discussion of what we ought to do about our American outdoors is a mighty important one, because if we do nothing, if we do not act, we shall see the outdoors that we have known so well change and as far as the recreational values which we have known are concerned, it will vanish. The likes of it will never again be known.

Let me make plain that I am not talking, here and now, about conservation in the matter-of-fact material sense that has become so well known to us, so clearly a part of our morality. I am not talking at this time about good forestry. I am not talking about the good, plain commonsense in conserving wildlife resources by avoiding overhunting and overfishing. I am not talking about the immorality of cluttering up the landscape with litter and making America un-beautiful. Nor about stream pollution, or soil erosion. These are aspects of conservation that are indeed aspects of civic righteousness, and especially so for us Pennsylvanians, who once had Gifford Pinchot for Governor. I am devoted to these expressions of conservation too, as indeed I am devoted to the welfare of this great Commonwealth, but they are not the subjects of my outdoor concerns tonight. They are indeed in every single instance consistent, however, with what I am here advocating—and that is the importance of the outdoors to all of us as modern Americans, and to our successors.

Our own true recreation

I speak tonight of the outdoors itself, as such—the outdoors as the environment of what Henry Thoreau called our own true recreation.

What shall we do about it?

I say, "Let's save some of it."

And let's save some of it in remnants big enough to be valid samples of our original primeval America. Let's save some of the wilderness itself.

What are the chances for this?

The chances are good. But let me tell you, these good chances are disappearing rapidly. We better not hesitate any longer.

Wilderness is the oldest resource of all, the raw material for our civilization. It is what we started with. But it is the last resource to be recognized as in need of conservation.

What is wilderness, anyhow? Maybe you face this question the way Johnny faced the teacher when she asked him what a vacuum is and he said, "I have it in my head but I just can't express it." In many respects the idea of wilderness is an intangible. It does mean different things to different people. But it is a concept that conservationists have come to know very well, if not by exact definition.

Wilderness I would say is in contrast with those areas where man and his own works dominate the landscape. In the wilderness, the earth and its natural life community are untrammelled by man. Man himself of course belong there. Indeed he does. But he visits. He doesn't reside there. His travels leave only trails.

Wilderness is land with a certain character. The word "wilderness" is one of those positive terms that has meaning largely because of what it rules out. Another such word is "chastity." I think it is important to recognize this; when we say "wilderness" we are not referring to any particular use that an area may have but to a character that it has.

Recognizing this clarifies greatly our efforts to save some of this wilderness land of America, because it helps us realize that we can preserve wilderness and still have the areas involved serve other purposes—other purposes that do not destroy the wilderness character of the land.

Let me be more specific. I expressed the belief a few moments ago that our civilization is destined to take over all of the land for its own purposes, that preserving wilderness would involve setting areas aside for that purpose.

The fact is it is even later than we thought. All our wilderness is already serving some other purpose. The opportunity that we have to preserve it comes from the fact that on lands that are serving other purposes it is possible to maintain the wilderness character.

Where is it?

Well, there are some privately owned lands with a wilderness character, but, being privately owned, they are not practically available to you and me and other citizens for a wilderness preservation program. Then there are some State areas that in the aggregate include some 3 million acres, some dozen or more areas of wilderness included in parks or preserves under State jurisdiction. We can regret that history began so early here in Pennsylvania, and civilization swept across this Commonwealth so fast that before we could sense the value of wilderness as such it had vanished from all but the small samples—precious as jewels but small. In our Cook Forest State Park not far from my own home there are still a few acres of the virgin white pine that once grew tall over many, many acres of Pennsylvania. We prize this State park for its virgin forest. But unfortunately we have not great areas of wilderness in Pennsylvania. And, of course, the wilderness in the State parks, forests, and preserves of other States are not subject to our administration, or our concern at the polls. We can admire them, appreciate them, and commend the people of the States that cherish and preserve them. But the only wilderness that is in our custody is within the Federal areas that we own together as citizens of the United States of America.

So, listen, and I'll tell you where all the wilderness is that is available to you and me to preserve.

National wilderness system

There are 80 areas and they are within 80 of the 149 national forests—80 areas inside the forests, not including all of an entire forest, but comprising a certain designated "zone" established as wilderness, wild, primitive, or roadless.

Out of the 181 units in our national park system there are 48 that include areas of wilderness.

Twenty of the 264 national wildlife refuges and ranges include areas of wilderness for wildlife.

And there are 15 roadless and wild areas within Indian reservations.

These 163 areas with about 55 million acres all together make up our national wilderness system, and every one of them is serving some stated purpose other than wilderness preservation.

The wilderness of each national park, for example, is back country, or foreground, to some unique scenic splendor, some superb example of the sublimity of our American landscape, some complex of wildlife or flora. The national park idea has suggested the wilderness concept, but the two are not identical. The original idea at the Madison Junction in the Yellowstone country was not to preserve wilderness but rather to assure all Americans the right and privilege of beholding the great natural wonders that Cornelius Hedges and his companions had seen. We owe the leaders of the National Park Service a great debt for the way in which they have fostered the wilderness idea, but we must recognize that the wilderness concept is compatible with, not identical to, the national park idea—an enrichment certainly of the national park purpose but not the genesis.

Similarly our wilderness, wild, primitive, and roadless areas are indeed parts of the various national forests in which they are located—and they are serving essential purposes of those forests. While serving these purposes, these areas have retained their wilderness character, to a very great extent because the administrators of the national forests have so managed.

The Okefenokee National Wildlife Refuge is one of our deepest areas of wilderness, but it is not because of any recreational use which it shares with any national forest or national park area but rather because its wilderness character has been preserved by the Fish and Wildlife Service in connection with the administration of Okefenokee as a wildlife refuge.

Thus have our wilderness areas been preserved, so far, by land administrators in various agencies who have handled them for various purposes in such a way that we still know them as wilderness. Our opportunity as conservationists interested in wilderness is to see that these areas continue to keep their wilderness character. And that is what is proposed in the "wilderness bill" which I have

introduced in Congress, and which Representatives and Senators of both parties from coast to coast have also sponsored.

The wilderness bill establishes a National Wilderness Preservation System, "for the permanent good of the whole people," by specifying certain areas of public land that are still wilderness and that are being managed for purposes consistent with their continued preservation as wilderness.

The bill provides for the continued management by the existing Federal agencies, of the areas for the purposes for which they were established but requires that this management be so carried out as to preserve the wilderness character of the areas.

This I consider the key concept of this legislative proposal, namely, that wilderness can be preserved where it is, without disturbing the uses to which the areas are now put, and without changing the administration of the areas, except to add to the administrators a responsibility for continuing so to handle the areas as to preserve their wilderness character.

For you and me, and for our children, and theirs, through a long future, I consider this wilderness bill a fundamentally important statement of national policy.

We must, of course, continue our development of resource uses. We must continue to provide outdoor recreation with conveniences for everybody in picnic places and parks of many kinds. But we must also continue to see that some of our land is preserved as nearly as possible untouched by any kind of civilized development.

Our great engineering and development programs should, indeed, be part of an overall national policy that likewise includes the preservation of some of our land as God made it.

As our population becomes greater, as our industrial and other pressures close around the areas of wilderness still remaining, the necessity becomes keener for moving ahead with a program that will preserve these buffer areas for the human spirit, seeing that they may long endure for the recreational, educational, scientific, and historical uses of the American people.

Therefore, it is important to emphasize that the preservation program provided for in the wilderness bill is recognized as part of an overall outdoor program that must also include attention to other kinds of recreation needs, besides those realized in our wilderness areas.

Not only are we compelled to exercise foresight and take positive action to see that the future in this country continues to include an opportunity to preserve wilderness, but we must also recognize an important obligation to provide for all our outdoors recreation needs.

These needs are varied, but they all require space. Meeting them means seeing that economic and cultural developments across our land are so handled that recreation space is provided for all those activities that mean so much to us as the outdoor people we have always been. Hunting, fishing, camping, hiking, skiing, mountain climbing, pack tripping, nature photography, scenic appreciation, boating, canoeing—all these are comprised by the American way of living which you and I cherish.

If we continue to have the privilege of these activities we shall have to make provisions for them.

Taking stock of our outdoors

It is with this responsibility in mind that I have sponsored, once again, along with others in both the House and Senate, another measure to help us solve our problem of what to do about our outdoors. This bill is one that will establish a National Commission to review our outdoor recreation resources and to make recommendations for a program for the future.

Here are the broad and ultimate purposes of this outdoor recreation resources bill:

"To preserve and develop * * * such quality and quantity of outdoor recreation as will be necessary and desirable for individual enjoyment * * * to inventory and evaluate the outdoor recreation resources and opportunities of the Nation, to determine the types and location of such resources and opportunities which will be required by present and future generations."

As a basis for the better understanding that we need in order to realize these purposes, this bill establishes a Commission charged with the following responsibilities, and I quote from the bill:

"The Commission shall proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities,

directly and through the Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups, and others.

"The Commission shall compile such data and in the light of the data so compiled and of information available concerning trends in population, leisure, transportation, and other factors shall determine the amount, kind, quality, and location of such outdoor recreation resources and opportunities as will be required by the year 1976, and the year 2000, and shall recommend what policies should best be adopted and what programs be initiated, at each level of government and by private organizations and other citizen groups and interests, to meet such future requirements.

"The Commission shall present not later than December 31, 1959, a report of its review, a compilation of its data, and its recommendations on a State by State, region by region, and national basis to the President and to the Congress."

A twofold program

I thank you very much for your interest and attention, and I solicit your further discussion of this problem of what to do about our outdoors. I have suggested a twofold program that I, myself, have been advocating in this 85th Congress—a twofold program that is in addition to other important programs in accommodating the recreationists that now visit our national parks and national forests in increasing numbers. Such programs—mission 66 in the parks, Operation Outdoors in the national forests—have my wholehearted support. Beyond them is our need for a careful inventory of all our outdoor recreation resources—a review of what we have, in the light of the projected requirements of our foreseeable future.

Paralleling all of these programs, present and projected, and crowding urgently for attention while yet there is time, is our effort to enact legislation that will preserve our national wilderness system.

Without conflict

There are, of course, some people who for various reasons have so far opposed the wilderness bill, and some of these opponents of wilderness preservation legislation have used the outdoor recreation resources bill as a means of their opposition. For this reason, I emphasize that the two measures are in no sense in conflict.

The one bill provides for a thorough and comprehensive study over a period of time and a broad field of interest.

The wilderness bill, on the other hand, purposes to establish at once the preservation of specific areas that already are recognized as suitable and available for preservation.

Anyone who has ever tried thus to accomplish such a positive program knows that a favorite device of the opposition is to say "Oh, no, not yet; let's study it some more." So it is now, with the wilderness bill. And some such opponents have pointed eagerly to the Outdoor Recreation Resources Review Commission bill as the device for such a delay.

We are not being fooled, and you will not be either. We welcome eagerly all the support we can get for establishing the Outdoor Recreation Resources Review Commission. We hope to pass this bill promptly. But I say to you, as I have already said to others, while we are doing all this study let's be saving something too; let's pass the wilderness bill, just as soon as we can.

Man does not live by bread alone. His soul hungers for a sustenance that only nature's grandeur can offer.

My father took me on my first national park visit when I was a boy of 12. That experience has stayed with me through all the years. On every subsequent trip I have known the same inner satisfaction, and now I share it with my children. I hope to give them an opportunity to visit our areas of scenic splendor and wilderness recreation just as long as they are willing to spend their vacations with mom and dad.

I want to protect and preserve our outdoor heritage of beauty and wildness so that our children's children will also have an opportunity to see the handiwork that God has left for them to enjoy.

I am sure you share with me this deep desire to see perpetuated our great American opportunity to know the health and inspiration of the outdoors. I know that we can work together to this great end.

Thank you.

Mr. ZAHNISER. The Wilderness Society and I as an individual have the earnest hope that the legislation here being considered will be promptly handled by this committee, will be so improved as to incorporate the "closed for inventory" provision with regard to certain areas as advocated by the fifth biennial wilderness conference in the recommendations which I have here quoted, and then will be enacted as soon as possible by the 85th Congress.

I might emphasize that we endorse the "closed for inventory" suggestion and finally, because of our special concern with wilderness, reiterate an emphasis on keeping clear that this bill is not to be confused with legislation that would provide for the preservation of wilderness.

Senator ANDERSON. I will say to you as I have said before that you need have no worries on that score as far as I am concerned, and I think I can speak for the other sponsors of the bill. We have no intention of using it to conflict with any other legislation. We are solely interested in having the accounting made now. What is done on the basis of that accounting is another legislative proposal entirely. We do think there should be some estimate made of what improved transportation does to the interior portions or to the scenic portions of this country. I think I should say to you that I returned from Chicago Friday afternoon with a public servant, now very busy, who had spoken in Los Angeles one day, in another part of the country the next, and this was Friday when he was speaking in Chicago, and expected, of course, to have his customary Saturday in his office when he got in here. There is absolutely no limit to the speaking engagements a man can make now because they say you can stay in the Senate all afternoon and get the 4 o'clock plane and speak in Denver that night. It is physically true.

That problem presents itself to Members of Congress, but it brings the companion problem along with it when that is true, so that anybody in the country can take a 10-day vacation and spend it in any part of the country that he wishes to do so. I think you will have extreme pressures on all these areas. I am not trying to solve that problem by this inventory. I would merely like to know what the problem is. Then we can trust to the good judgment of the Congress and the executive branches and the administrative agencies to decide how that problem is to be met.

Mr. ZAHNISER. Senator Nenberg, who is a sponsor both of the outdoor recreation resources bill and the wilderness bill earlier this morning, like you, made the intention clear of considering this bill for its own purposes and not to have any confusion come up with regard to its effect on the proposed wilderness bill. The governing council of the Wilderness Society had endorsed the idea of the scenic resources review last fall at its annual meeting, a similar meeting to the one you attended with us a few years ago in New Mexico. At that time we had already had a guest article in our magazine on the

scenic resources review that the Sierra Club had proposed. We asked at our meeting that this idea be put in such a form that we could advocate it.

The Izaak Walton League has done that. So we are very happy to support this bill.

At one point in my statement I referred to a statement that Senator Morse had made in incorporating an address. Just before starting speaking here, you put in the record some material from Senator Morse. It may be that is the material. In that case I should not want to duplicate it.

Senator ANDERSON. No. We will examine it.

Mr. ZAHNISER. May I have this go in the record, Mr. Chairman, the address by Representative Saylor with Senator Morse's remarks about it?

Senator ANDERSON. In case it has not previously been put in, the remarks of Congressman Saylor will be inserted in the record.

Mr. ZAHNISER. Thank you, Senator.

Senator ANDERSON. Thank you very much.

(By direction of the chairman, the following is made a part of the record:)

STATEMENT BY WILLIAM E. WELSH, SECRETARY-MANAGER, NATIONAL RECLAMATION ASSOCIATION

My name is William E. Welsh. I am secretary-manager of the National Reclamation Association, and it is on behalf of that association that I submit this statement.

This association was organized in Salt Lake City in 1932. It has a very active membership in each of the 17 Western States which comprise approximately 60 percent of the area of the United States. Its membership includes public-spirited citizens from every walk of life. However, the greatest single segment of our membership comes from representatives of irrigation districts, canal companies, and other types of farmer-water-user organizations representing the irrigation farmers of the West.

These irrigation farmers have perhaps a greater reason than any other group of citizens in America for being vitally concerned with conservation. In the arid West, water is vital. In that area, man cannot survive upon water as it is delivered to him by nature, which largely comes in the form of snow falling on the mountains during the winter months. Water must be conserved so that it will be available for the hot, dry summer months. A well-sustained stream-flow runoff is essential, not only to the growing of crops, but to life itself. This means that there must be a well-planned program of watershed protection on all of the watersheds of the streams throughout the West where irrigation farmers are dependent upon that stream for their very existence.

In view of the vital importance of water in that area, we of the National Reclamation Association who are authorized to speak for a very large percentage of the irrigation farmers of the West, are vitally interested in any activity or the formulation of any policy which might in any way affect or relate to the watersheds of the various and numerous rivers of the western part of the United States.

The National Reclamation Association has not attempted to establish a policy with regard to recreation. We recognize, however, that one of the greatest national assets we have as a recreational area are the mountainous watersheds of the West. Therefore, because of the very close relationship that would exist

between any program looking toward the development of recreational facilities of the West and the conservation of the resources of that area we are vitally interested. We recognize that the Commission which would be authorized by this pending legislation would include in its studies and recommendations the general subject of the use and the treatment for western watersheds. For that reason we are vitally concerned with the legislation which is before this committee.

We believe, however, that the same treatment which is required to maintain adequate and proper watershed protection in the interests of those who are dependent upon the waters of these watersheds for their livelihood will also prove to be the best treatment in the interests of improving recreational areas. In other words, a proper and adequate program of watershed protection and conservation is in the best interests of all who are concerned with both conservation and recreation. In fact, we wish to emphasize that in our opinion we can have true conservation and at the same time continue to enjoy the whole use and development of all of the natural resources within the watersheds of our western rivers. The objective which I am sure we are all striving to attain is to avoid abusive use of our natural resources.

In that connection we are extremely pleased to note that in the bill, page 8, line 8, we find the sentence: "The Commission shall recognize that lands, waters, forests, rangelands, wet lands, wildlife, and such other natural resources that serve economic purposes also serve to varying degrees and for varying uses outdoor recreation purposes, and that sound planning of resource utilization for the full future welfare of the Nation must include coordination and integration of all such multiple uses." That is the philosophy which we support with respect to the utilization and development of the natural resources of all of the great watersheds of the West.

It is also interesting to note that the two men who did more perhaps than any others to arouse the interest of the people of the Nation in conservation and preservation of our natural resources, former President Theodore Roosevelt and former Chief Forester Gifford Pinchot, each supported the same philosophy. Both of these men emphasized the importance of recognizing the multiple-use theory as applied to our river basin watersheds. Former President Theodore Roosevelt, in at least six of his annual messages to the Congress dealing with natural resources and the conservation and development of those resources, always mentioned reclamation as a part of that program.

The watersheds within the boundaries of our great national forests are in much better condition from the standpoint of conservation because of the policies inaugurated by Gifford Pinchot when he was serving as our first Chief Forester. The philosophy of both of these men, as related by Mrs. Gifford Pinchot in a statement before this committee last year, was well summarized in the following words: "the greatest good, for the greatest number, for the longest time."

As an indication of the very close relationship which exists between recreation on the one hand and the conservation and development of our resources on the other hand through reclamation, I am attaching to my statement a tabulation showing the number of visitors to reclamation reservoirs during the year 1955. These figures become all the more significant when it is realized that these reservoirs are situated in areas that are very sparsely populated.

We are hopeful, indeed, that the Commission which is authorized to be set up under the provisions of this act will include among its members men who realize the necessity of continuing to not only conserve but utilize the multiple resources of our great western watersheds as well as the interests of the hundreds of thousands of people living in those areas who are dependent upon the runoff of those streams for their very existence.

We are hopeful, indeed, that the Commission which is authorized to be set up under the provisions of this act will include among its members men who realize the necessity of continuing to conserve and utilize the multiple resources of our great western watersheds. They should also recognize the importance of protecting the interests of the hundreds of thousands of people living in those areas who are dependent upon the runoff of those streams for their very subsistence.

*Recreational opportunities enjoyed by millions of Americans: Bureau of
Reclamation reservoirs used for recreational purposes*

State	Project	Name of lake	Acres	Visitors annually
Arizona-California	Boulder Canyon	Havasu Lake	45,761	171,233
Do	do	Imperial Reservoir	7,500	62,000
Arizona-Nevada	do	Lake Mead	163,000	2,675,371
California	Cachuma	Cachuma Reservoir	3,100	250,000
Do	Central Valley	Folsom Reservoir	11,400	400,000
Do	do	Lake Natoma	510	25,000
Do	do	Shasta Lake	29,600	439,000
Do	Klamath	Tule Lake Sump	37,340	30,000
Colorado	Big Thompson	Carter Lake	1,158	25,000
Do	do	Horsetooth Reservoir	1,899	40,000
Do	do	Shadow Mount Lake	8,593	156,208
Do	do	Willow Creek Reservoir	303	10,000
Do	Mancos	Jackson Glueh Reservoir	200	10,000
Do	St. Francis unit	Bonny Reservoir	2,040	130,000
Idaho	Boise	Anderson Ranch Reservoir	4,700	15,000
Do	do	Arrowrock Reservoir	3,050	15,000
Do	do	Cascade Reservoir	26,000	10,000
Do	do	Lake Lowell	9,800	20,000
Do	Minidoka	American Falls Reservoir	56,500	25,000
Do	do	Island Parks Reservoir	8,370	35,000
Do	do	Lake Walcott	11,850	10,000
Kansas	Cedar Bluff unit	Cedar Bluff Reservoir	6,869	25,000
Montana	Canyon Ferry unit	Canyon Ferry Reservoir	35,200	75,000
Do	Sun River	Gibson Reservoir	1,360	45,000
Nebraska	Miraga Flats	Box Butte Reservoir	1,600	16,000
Do	Frenchman Cambridge	Enders Reservoir	1,707	35,600
Do	do	Harry Strunk Lake	1,768	19,000
Do	do	Swanson Lake	4,974	38,100
Nevada	Newlands	Lahontan Reservoir	10,000	12,000
Do	do	Stillwater Wildlife	-----	10,716
New Mexico	Carlsbad	Alamogordo Reservoir	5,200	26,000
Do	Rio Grande	Caballo Reservoir	11,532	15,000
Do	do	Elephant Butte Reservoir	40,096	50,000
Oklahoma	W. C. Austin	Lugert-Altus Reservoir	6,810	213,150
Oregon	Deschutes	Crane Prairie Reservoir	4,00	35,000
Do	Klamath	Gerber Reservoir	3,845	12,000
Do	do	Upper Klamath Lake	90,080	40,000
Do	Oehoe	Oehoe Reservoir	979	10,000
Do	Owyhee	Owyhee Reservoir	12,742	10,000
South Dakota	Belle Fourche	Belle Fourche Reservoir	8,040	12,000
Do	Grand division	Shadehill Reservoir	4,800	100,000
Texas	Balmorhea	Lower Parks Reservoir	560	15,000
Utah	Hyrum	Hyrum Reservoir	500	25,000
Do	Moon Lake	Moon Lake Reservoir	770	15,000
Do	Ogden River	Pineview Reservoir	1,800	290,000
Do	Provo River	Deer Creek Reservoir	2,900	200,000
Do	Scofield	Scofield Reservoir	2,800	65,000
Do	Strawberry Valley	Strawberry Reservoir	8,500	84,000
Washington	Columbia Basin	Equalizing Reservoir	27,000	27,000
Do	do	Grand Coulee Dam	-----	500,000
Do	do	Potholes Reservoir	30,000	26,200
Do	do	F. D. Roosevelt	98,500	200,000
Do	do	O'Sullivan	550	50,000
Do	Okanogan	Conconully Reservoir	475	55,000
Do	Yakima	Tieton Reservoir	2,530	12,500
Wyoming	Minidoka	Jackson Lake	25,730	909,990
Do	Boyson unit	Boyson Dam	19,660	45,000
Do	Keyhole unit	Keyhole Reservoir	9,418	12,000
Do	Riverton	Ocean Lake	4,000	10,000
Do	Shoshone	Buffalo Bill Reservoir	6,710	750,000

NOTE.—This list limited to lakes visited by 10,000 or more. There are a great many small reclamation reservoirs not listed.

STATEMENT BY STEVE McNICHOLS, GOVERNOR OF THE STATE OF COLORADO

I regret very much that I cannot be present in person to present my views on the proposal to create a National Outdoor Recreation Resources Review Commission. As the Governor of Colorado, a State richly endowed with much of the Nation's finest mountain scenery, most of its high mountain peaks, excellent ski trails and lifts, great mountain forest areas, and headwaters of four great river systems, I speak for a State that is vitally interested in the wise planning and development of the Nation's recreation resources.

The State of Colorado welcomes this expression of Federal interest in reviewing these resources. I particularly want to commend the recognition within the bill that the lands, waters, and forests which serve economic purposes also serve in varying degrees and for varying uses outdoor recreation purposes, and the further recognition that "sound planning of resource utilization for the full future welfare of the Nation must include coordination and integration of all such multiple uses."

The State of Colorado is looking forward with keen anticipation to the development of the upper Colorado River storage project, for example. This project, of great economic significance to the State and to the Nation, also offers great recreation potential. We are anxious that its development make best use of all its multiple possibilities.

We have seen the recreation benefits that are being derived from the great Colorado-Big Thompson project, and know from experience that the multiple-purpose approach to the use of natural resources is essential—and that this multiple use can be wisely developed only by sound advance planning, taking into consideration recreation potentials along with all other possible uses.

There are other great recreational opportunities in Colorado's future, and in the Nation's future, and these must be seen now and developed now if we are to meet the ever-increasing pressure on our recreation resources. Many forces are at work in the Nation to add pressure on these resources. There are more people each year, incomes are rising, people have more leisure, they can travel longer distances in shorter time periods, they have better highways to travel on, and are taking longer vacation trips. All of these factors accelerate the pressure on recreation resources in our Western States.

The Federal Government has a twofold interest in such a review. First, it must help coordinate and integrate the recreation planning and development of those resources which serve the entire Nation. Secondly, since the Federal Government itself owns substantial portions of such resources, particularly in the Western States, and in Colorado more than one-third of the State, it has the obligation as proprietor to see that its lands and rivers are made accessible to the people for recreation use, among other beneficial uses.

The State of Colorado is seeking this year to improve its own capacity to help in this matter. During the legislative session just concluded, the general assembly adopted, at my request, a revamping of the law setting up the State park and recreation board, and it increased the appropriation for that board, so that our own activity in the park and recreation field will be significantly stronger beginning in the next fiscal year.

The general assembly also adopted my suggestion that all of the agencies of the State having to do with natural resources be brought within a newly created State department of natural resources. They have provided money with which we are undertaking a full review of our activities, seeking to work out an integrated policy for the conservation and development of the natural resources of Colorado. We have already begun this review, and welcome the opportunity this bill provides to cooperate with the Federal Government in the review of these recreation resources, and their place in a sound program for resource development.

As I wrote to the Department of Interior, on February 6, 1957, "the State of Colorado supports the idea of orderly procedure in the preparation of any project involving natural resource development, that will provide the necessary review of all the multiple interest involved in order that the most harmonious solution may be worked out, giving due consideration to the proper interest of all." And that included recreation interests, of course.

I fully support this legislation, and assure you that Colorado will give it full cooperation when adopted. We of this generation have often had occasion to rejoice that our fathers and grandfathers preserved natural recreation oppor-

tunities, and made wise provision of other great recreation facilities. We, in our generation, must take steps in anticipation of the clearly expanded need so that our children, and children's children, will honor us. This is our opportunity. Let us meet it successfully.

AMERICAN AUTOMOBILE ASSOCIATION,
Washington, D. C., May 27, 1957.

HON. JAMES E. MURRAY,
*Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington, D. C.*

DEAR SENATOR MURRAY: The American Automobile Association strongly endorses the objectives of S. 846, a bill now before your committee, providing for a comprehensive study of the Nation's outdoor recreation resources.

Delegates attending a recent annual convention of our association, representing affiliated clubs and their 5 million members, after considering the problem of rising recreation volume and demand, adopted this resolution:

"Development of recreation and vacation areas has not kept pace with the requirements of the American people, nor can these regions continue to meet the needs of an expanding population. The AAA believes that Government—State and Federal—must place increasing emphasis on the creation of new recreational travel resources throughout the country."

We believe that enactment of S. 846, introduced with bipartisan sponsorship, and companion legislation now before the House Committee on Interior and Insular Affairs, would help bring this about. The National Outdoor Recreation Resources Commission, which it proposes to create, would have three principal aims: (1) Undertake a comprehensive inventory and evaluation of outdoor recreation resources; (2) project trends of population growth and recreation habits in order to estimate future needs, and (3) develop recommendations for future planning by Federal departments, States and private organizations.

Our association and its affiliated clubs have always been concerned with proper development and protection of outdoor areas, which are used extensively by our members and motorists generally in the course of their recreational pursuits. The rise in motoring has, in fact, accounted in large measure for the current pressures on outdoor areas. Mindful of the close relationship between highway travel and these regions, we have given support to Mission 66, the program of the National Park Service, and urged greater emphasis on recreation in the national forests.

Moreover, affiliated clubs have been interested not only in federally owned lands, but in their State parks and forests. In providing a State-Federal basis of study of future needs, S. 846 would be extremely valuable at both levels. Of course, a substantial amount of work in this direction has been done and is underway, under the Mission 66 program of the National Park Service, but the enactment of the proposed legislation should give great emphasis and wide scope to the long range study. Yet, since Federal and State agencies have already assembled material, costs should be reasonable.

We recommend, therefore, that your committee act favorably on S. 846, and urge its passage.

Very truly yours,

HARRY I. KIRK, *President.*

(Report on S. 846 from the Bureau of the Budget received May 29, 1957, follows:)

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D. C., May 29, 1957.

HON. JAMES E. MURRAY,
*Chairman, Committee on Interior and Insular Affairs,
United States Senate, Senate Office Building,
Washington, D. C.*

MY DEAR MR. CHAIRMAN: This is in reply to your request for the views of the Bureau of the Budget with respect to S. 846, a bill for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

S. 846 would establish a Commission concerned with the broad problem of outdoor recreation resources for future needs of the American people. The Commission would set in motion a nationwide inventory of outdoor recreation resources and would determine the recreation opportunities that would be needed by the year 1976 and also by the year 2000, together with recommendations as to policies and programs for each level of government and for private organizations needed to meet those future requirements. Data would be presented on a State and on an area basis as well as national totals. The report would have to be completed by December 31, 1959, and the report presented to the president and to the Congress.

The act of June 23, 1936, authorizes the Department of the Interior to make a comprehensive study to provide data helpful in developing a plan for coordinated and adequate public park, parkway, and recreational-area facilities for the people of the United States. Prior to World War II the Department carried on studies under this authority. A report, *Park and Recreational Problems in the United States*, was published in 1941. In mission 66 for the National Park Service the Department of the Interior has outlined a comprehensive study under the title, "National Recreation Survey," the completion of which has been estimated for 1961. Continuing review is contemplated thereafter with periodic revisions in the Survey. In order to carry forward that study the 1958 budget includes funds for additional personnel for the National Park Service.

We believe that your committee will wish to consider whether it is necessary or desirable to create an agency to perform functions that the National Park Service plans to carry out under existing authority and for which funds have been included in the 1958 budget.

There are set forth below several detailed or technical comments with respect to S. 846 which are offered for the consideration of the committee in the event that the bill is favorably considered. In addition, the Departments of the Interior and of Agriculture in reports being submitted, offer amendments for consideration.

(1) Section 4c states that the Commission shall request each Federal agency with a direct interest * * * to appoint * * * a liaison officer * * *. It is presumed that the word "agency" is intended to apply to executive departments where appropriate and to any independent agency, and is not intended to refer to constituent bureaus of any executive department with such interest in outdoor recreation. To prevent possible misinterpretation we suggest insertion of the words "Executive department or" after the word "Federal" on line 22, page 4.

(2) The meaning of section 5b is to some extent not clear. It appears that in the printing of the bill some language may have been deleted.

(3) Section 6c provides that the Commission shall prepare interim or progress reports on request of the President or the Congress. It is suggested that this provision be rephrased to vest in the Commission itself the judgment as to submission of interim and progress reports.

(4) Section 8 provides that appropriations for carrying out provisions of the act shall be available until expended but not later than June 30, 1960. We see no special reason why the Commission should not be subject to the normal practice of annual appropriations for carrying out its work, and therefore recommend deletion of the provision for availability of funds until expended.

(5) It is believed that the language of section 8 limiting the availability for expenditure of any appropriation authorized to "not later than June 30, 1960" would serve to terminate the Commission's activities by that date. It is suggested that a more specific expression be included in the bill providing for the definite date by which the Commission would cease to exist.

Sincerely yours,

ROBERT E. MERRIAM, *Assistant Director.*

(Thereupon, at 1 p. m., the hearing was concluded.)

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LEGISLATIVE HISTORY

Public Law 85-470
S. 846

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Index and summary of S. 846

Jan. 25, 1957 Sen. Anderson and others introduced and Sen. Anderson discussed S. 846 which was referred to the Senate Interior and Insular Affairs Committee. Print of bill and remarks of Sen. Anderson.

June 18, 1957 Senate committee ordered S. 846 reported with amendment.

June 19, 1957 Senate committee reported S. 846 with amendments. S. Report No. 471. Print of bill and report.

June 26, 1957 Senate passed S. 846 as reported.

June 27, 1957 S. 846 was referred to the House Interior and Insular Affairs Committee. Print of bill as referred.

Jan. 28, 1958 House subcommittee ordered S. 846 reported with amendment.

Jan. 29, 1958 House committee ordered S. 846 reported with amendment.

Feb. 25, 1958 House committee reported S. 846 with amendments. H. Report No. 1386. Print of bill and report.

June 16, 1958 House passed S. 846 under suspension of the rules, with amendments.

June 17, 1958 Senate agreed to House amendments to S. 846.

June 28, 1958 Approved: Public Law 85-470.

DIGEST OF PUBLIC LAW 85-470

NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION.

Establishes a bipartisan Outdoor Recreation Resources Review Commission of 4 members each from the Senate and House Interior and Insular Affairs Committees appointed by the President of the Senate and the Speaker of the House, respectively, and 7 citizens appointed by the President. Establishes an advisory council to the Commission comprised of liaison officers to be appointed by Federal agencies directly dealing with outdoor recreation, and 25 representatives appointed by the Commission representing the States and a number of specified interested groups. Directs the Commission to make a nationwide inventory and evaluation of outdoor recreation resources and opportunities and to report its findings and recommendations to the President and the Congress by September 1, 1961. Authorizes the Commission to grant funds to cooperating States and reimburse Federal agencies for the expenses of liaison officers and other cooperation. Authorizes appropriations in amounts not to exceed \$2,500,000 to carry out the purposes of the Act, which amounts shall be available to the Commission until expended.

85TH CONGRESS
1ST SESSION

S. 846

IN THE SENATE OF THE UNITED STATES

JANUARY 25, 1957

Mr. ANDERSON (for himself, Mr. MURRAY, Mr. WATKINS, Mr. CARROLL, Mr. BARRETT, Mr. KUCHEL, Mr. ALLOTT, and Mr. NEUBERGER) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

For the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in order to preserve and develop for the American
4 people of present and future generations such quality and
5 quantity of outdoor recreation resources as will be necessary
6 and desirable for individual enjoyment, and to assure the
7 spiritual, cultural, and physical benefits that such outdoor
8 recreation provides; in order to inventory and evaluate the

1 outdoor recreation resources and opportunities of the Nation,
2 to determine the types and location of such resources and
3 opportunities which will be required by present and future
4 generations; and in order to make comprehensive informa-
5 tion and recommendations leading to these goals available to
6 the President, the Congress, and the individual States and
7 Territories, there is hereby authorized and created a biparti-
8 san Outdoor Recreation Resources Review Commission.

9 SEC. 2. For the purposes of this Act—

10 (1) “Commission” shall mean the Outdoor Recreation
11 Resources Review Commission;

12 (2) “Outdoor recreation resources” shall mean the land
13 and water areas and the products of such areas of the United
14 States, its Territories and possessions which provide oppor-
15 tunities for outdoor recreation, including but not limited to
16 such pursuits as hunting, fishing, camping, hiking, skiing,
17 mountain-climbing, pack-tripping, nature photography,
18 scenic appreciation, boating, canoeing and other water ac-
19 tivities, wherever carried out or potentially carried out, in-
20 cluding but not limited to such areas as the national forests,
21 the public domain, Indian reservations, wild, wilderness
22 and primitive areas; national parks and monuments; wildlife
23 refuge, habitat and management areas both Federal and
24 States; scenic areas, the marsh and wetlands, coastal beaches,
25 reservoir and such other land and water areas, irrespective

1 of ownership, which presently provide or may in the future
2 provide outdoor recreation opportunities.

3 (3) "Outdoor recreation resources" shall not mean nor
4 include recreation facilities, programs, and opportunities
5 usually associated with urban development such as play-
6 grounds, stadia, golf courses, city parks, and zoos.

7 SEC. 3. (a) The Commission hereby authorized and
8 created shall consist of fifteen members appointed as follows:

9 (1) Two majority and two minority members of
10 the Senate Committee on Interior and Insular Affairs,
11 to be appointed by the President of the Senate;

12 (2) Two majority and two minority members of
13 the House Committee on Interior and Insular Affairs
14 to be appointed by the Speaker of the House; and

15 (3) Seven citizens, known to be informed about and
16 concerned with the preservation and development of out-
17 door recreation resources and opportunities, and experi-
18 enced in resource conservation planning for multiple
19 resources uses, who shall be appointed by the President,
20 and one of whom shall be designated as chairman by the
21 President.

22 Vacancies occurring on the Commission shall not affect the
23 authority of the remaining members of the Commission to
24 carry out the functions of the Commission, and shall be filled
25 in the same manner as the original positions.

1 (b) The Commission members shall serve without com-
2 pensation, except that each member shall be entitled to re-
3 imbursement for actual travel and subsistence expense in-
4 curred in the services of the Commission and each mem-
5 ber appointed by the President shall be entitled to a per
6 diem allowance not to exceed \$50 per day when actually
7 engaged in Commission business.

8 (c) The Commission shall convene as soon as practi-
9 cable following appointment of its members, to implement
10 the purposes and objectives of this Act.

11 SEC. 4. (a) The Commission is authorized, without re-
12 gard to the civil-service laws and regulations, to appoint and
13 fix the compensation of an executive secretary and such addi-
14 tional personnel as may be necessary to enable it to carry
15 out its functions, except that any Federal employees subject
16 to the civil service laws and regulations who may be as-
17 signed to the Commission shall retain civil service status
18 without interruption or loss of status or privilege.

19 (b) The Commission shall establish headquarters in
20 the District of Columbia and shall make such other arrange-
21 ments as are necessary to carry out the purposes of this Act.

22 (c) The Commission shall request each Federal agency
23 with a direct interest and responsibility in any phase of
24 outdoor recreation to appoint, and each such agency shall

1 appoint, a liaison officer who shall work closely with the
2 Commission and its staff.

3 SEC. 5. (a) There is hereby established an advisory
4 council which shall consist of the liaison officers appointed
5 under section 4 (c), together with twenty-five additional
6 members appointed by the Commission who shall be repre-
7 sentative of the various major geographical areas and citizen
8 interest groups including the following: State game and fish
9 departments, State park departments, State forestry de-
10 partments, private organizations working in the field of
11 outdoor recreation resources and opportunities, landowners,
12 State water pollution control agencies, State water develop-
13 ment agencies, private forestry interests, commercial fishing
14 interests, commercial outdoor recreation interests, industry,
15 education, labor, public utilities, and municipal governments.

16 (b) The functions of the advisory council shall be to
17 advise and counsel the Commission in the development of
18 ways, means, and procedures whereby maximum coopera-
19 tion may be obtained from all criteria for evaluating outdoor
20 recreation resources data assembled and otherwise to advise
21 and assist the Commission in carrying out the purposes of
22 the Act.

23 (c) Members of the advisory council, except those

1 employed by the Federal Government and assigned to the
2 Commission as liaison officers, shall serve without com-
3 pensation except that each shall be entitled to reimbursement
4 for actual travel and subsistence expenses incurred in attend-
5 ing meetings of the advisory council called by the Chairman
6 of the Commission, or incurred in carrying out duties assigned
7 by the Chairman of the Commission.

8 (d) The Chairman of the Commission shall call an
9 initial organization meeting of the advisory council, a meet-
10 ing of such council each six months thereafter, and a final
11 meeting of such council prior to transmitting the final report
12 to the President and the Congress.

13 SEC. 6. (a) The Commission shall proceed as soon as
14 practicable to set in motion a nationwide inventory and
15 evaluation of outdoor recreation resources and opportunities,
16 directly and through the Federal agencies, the States, and
17 private organizations and groups, utilizing to the fullest
18 extent possible such studies, data, and reports previously
19 prepared or concurrently in process by Federal agencies,
20 States, private organizations, groups, and others.

21 (b) The Commission shall compile such data and in
22 the light of the data so compiled and of information available
23 concerning trends in population, leisure, transportation, and
24 other factors shall determine the amount, kind, quality, and
25 location of such outdoor recreation resources and opportuni-

1 ties as will be required by the year 1976 and the year 2000,
2 and shall recommend what policies should best be adopted
3 and what programs be initiated, at each level of government
4 and by private organizations and other citizen groups and
5 interests, to meet such future requirements.

6 (c) The Commission shall present not later than De-
7 cember 31, 1959, a report of its review, a compilation of
8 its data, and its recommendations on a State by State, region
9 by region, and national basis to the President and to the
10 Congress. Such report, compilation, and recommendations
11 shall be presented in such form as to make them of maximum
12 value to the States and shall include recommendations as
13 to means whereby the review may effectively be kept cur-
14 rent in the future. The Commission on request of the
15 President or the Congress shall prepare interim or progress
16 reports on particular phases of its review.

17 (d) The Commission is authorized to conduct public
18 hearings and otherwise to secure data and expressions of
19 opinion.

20 (e) The Commission is authorized to make direct grants
21 to the States, from sums appropriated pursuant to section 8,
22 to carry out such aspects of the review as the Commission
23 may determine can best be carried out by the States, under
24 such arrangements and agreements as are determined by the
25 Commission; and may enter into contracts or agreements

1 for studies and surveys with public or private agencies and
2 organizations.

3 SEC. 7. The Commission, in its inquiries, findings, and
4 recommendations, shall recognize that present and future
5 solutions to problems of outdoor recreation resources and
6 opportunities are responsibilities at all levels of government,
7 from local to Federal, and of individuals and private organi-
8 zations as well. The Commission shall recognize that lands,
9 waters, forest, rangelands, wetlands, wildlife and such other
10 natural resources that serve economic purposes also serve
11 to varying degrees and for varying uses outdoor recreation
12 purposes, and that sound planning of resource utilization for
13 the full future welfare of the Nation must include coordina-
14 tion and integration of all such multiple uses.

15 SEC. 8. There are hereby authorized to be appropriated
16 such sums as are necessary to carry out the purposes of this
17 Act, which sums shall be available to the Commission until
18 expended but not later than June 30, 1960.

19 SEC. 9. This Act may be cited as "the Outdoor Recrea-
20 tion Resources Review Act".

A BILL

For the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

By Mr. ANDERSON, Mr. MURRAY, Mr. WATKINS,
Mr. CARROLL, Mr. BARNETT, Mr. KUCHEL,
Mr. ALLOTY, and Mr. NEUBERGER

JANUARY 25, 1957

Read twice and referred to the Committee on Interior
and Insular Affairs

pose of the proposed legislation is to provide a better system for financing our free system of medicine, and by this means to correct the existing maldistribution of health personnel and facilities.

How would the program work?

Under the policy of the National Health Insurance Act, insured persons would make payments proportional to their incomes from employment—but no one would pay on more than \$6,000 of such income in a year. Employed persons would be charged 1½ percent of earnings but not more than \$90 in a year for the highest paid worker; and their employers would match these payments. Contributions by the employers are, of course, an accepted practice in the social security system. Nor is this an innovation in health insurance. Employers are already paying about one-fourth of all health insurance premiums collected under existing plans.

Self-employed persons also would be covered, as would all persons who are entitled to old-age, survivors, or disability benefits under the Social Security Act and all who are entitled to an annuity under the Civil Service Retirement Act.

Insured individuals and their families would receive benefits as a right, not as charity. The care would include preventive and diagnostic examinations, laboratory and X-ray services, as well as curative treatment in the hospital or at home. Hospitalization would be provided up to a maximum of 60 days a year for each individual at the outset and for a longer period later, if feasible. Dental services and the more costly prescribed medicines would be covered, as would home nursing, special appliances, and eyeglasses.

To assure the availability of a full range of services in each State and health-service area, a program would be developed within each State for achieving the maximum participation and use of health personnel and facilities and to encourage improvement in their number and distribution throughout the State. It would be a positive objective and specific goal of the program to make available in all health-service areas, throughout the United States, the full range of medical, hospital, and other personal health services being underwritten by the insurance system. To this end, the bill specifies that payments for professional services, and the other terms and conditions of agreements with practitioners and others, shall be adequate not only to encourage high standards in the quality of services furnished, but also to provide professional and financial incentives to practitioners to advance in their professions and to practice in localities where their services are most needed.

Each individual would be assured full freedom to choose his physician or dentist and to change his choice as he desires. Physicians, dentists, and other professional persons furnishing services under the act would be assured full freedom in the practice of their professions, including the right to accept or reject patients, except as this right may be restricted by their own professional ethics or State laws. Administration would be based on the American principle of de-

centralization, with the States and local bodies carrying out the actual operations within the limits of the purposes, policies, and procedures specified in the law. The States would be authorized and encouraged to make service agreements with organizations operating voluntary health service insurance plans or other voluntary health-service plans. The Federal role would be limited substantially to collecting funds for distribution through the States to local practitioners and service organizations, and to establishing broad standards for operation of the system.

The amounts collected from workers and their employers, and from the self-employed, would be set aside in the Federal Treasury in a separate special account to be known as the "Personal Health Services Account." To this fund the Federal Government would—if necessary—add, through appropriations from general revenue as determined by Congress, amounts equaling for any year not more than 1 percent of the covered payrolls. The payments to the States would be made from the special account.

Those persons, including the needy, who do not qualify as insured individuals or the dependents of insured individuals will receive health services under the program through arrangements to be made between the health-insurance system and appropriate public agencies of the National Government or of the several States or their political subdivisions. In such cases, reimbursements are to be paid to the health services account by the appropriate authority, and the bill provides expressly that there shall be available to the States, for the purpose of making such payments, the Federal grants which they receive for old-age assistance, aid to dependent children, aid to the blind, and aid to the permanently and totally disabled. Services furnished to noninsured individuals, including the needy, are required to be of the same quality, be furnished by the same methods, and be paid for through the same arrangements as services to insured individuals.

The national health-insurance bill would not change the practice of medicine, but by changing the way we pay for medical and other health services this program would enable the American people to finance more and better health care for all our people. It would bring the wonders of modern medicine within the economic reach of all. It would encourage preventive treatment, and it would permit earlier and more adequate treatment when illness strikes in spite of all preventive efforts. It would release millions of people from financial worries and intolerable debts which intensify their ailments and retard recovery.

Under this national health insurance system, each individual would go to his own doctor just as he does now. Freedom to choose and change doctors would be guaranteed and protected.

The doctor would treat each patient as he considers best. If laboratory work or specialist services or costly medications were required, the doctor would order them. The bill guarantees the doctor the right to join or not join the program.

It guarantees him political, professional, and economic freedom.

The main differences would be that the bills for services would be sent to the local body representing the insurance fund, rather than to the patient or his family, and the doctor would be free to give the best care the patient needs, without having to ask whether the patient can afford it.

An eminent medical leader has recently observed that, for an insurance payment of \$100 a person a year, medical science "could give a service the like of which has not ever been known, a service of a thoroughness, convenience, and efficacy such as to reduce the incidence, the severity, and the cost of present illness in our population."

My bill is more modest. It does not set the goal that high. But it would channel into the financing of medical care a sum greater than has ever before been devoted to this service in this country. In so doing, it would eliminate for a very large proportion of our population, those economic barriers which cut them off from adequate health services. No longer would those who suffer the misfortunes of illness be simultaneously overwhelmed by financial misfortune. For the population as a whole, all of us who have gainful employment in any year would help to share the cost of providing health care for the entire population in that year. For each individual, the costs of his health care would be spread substantially over his entire working life, rather than concentrated in the years of greatest adversity.

The result would indeed be a quality and completeness of health service the like of which has not ever been known. The results in human happiness, economic productivity, and national well-being will far outweigh the costs and the effort. And in truth, these are not additional costs. If we continue the long wait for voluntary programs to do this job, we shall pay out far more, over the next generation and longer, in wasted manpower, lost productivity, and needless suffering.

The PRESIDENT pro tempore. The bill will be received and appropriately referred.

The bill (S. 844) to provide a program of national health insurance, and for other purposes, introduced by Mr. MURRAY, was received, read twice by its title, and referred to the Committee on Labor and Public Welfare.

NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

Mr. ANDERSON. Mr. President, I am about to introduce a bill, and I ask unanimous consent that I may speak on it in excess of the 2 minutes allowed under the order which has been entered.

The PRESIDENT pro tempore. Without objection, the Senator from New Mexico may proceed.

Mr. ANDERSON. Mr. President, on behalf of myself, and Senators WATKINS, CARROLL, BARRETT, KUCHEL, and ALLOTT, I introduce, for appropriate reference, a bill which I believe will be instrumental in helping to preserve a fine, long-stand-

ing American tradition—the healthful and alluring appeal of the great outdoors.

We Americans are fond of hunting, fishing, camping, and all the other sporting activities connected with outdoor life. This is a fine tradition, and we want to preserve and foster it. Our outdoor resources will be as important and desirable to our country's future generations as they are to us.

I believe we have a duty to protect and preserve America's outdoor recreation heritage and opportunities. We cannot accomplish this by leaving it to chance or by taking our resources for granted. Outdoor recreation resources, like any other natural resource, can be protected and developed only by sound planning, intelligently based upon the fullest understanding of all the pertinent facts and requirements.

In brief, our Nation is confronted with a twofold situation. First, outdoor recreation activity is increasing at an accelerated pace. This has been caused by increases in population, more leisure time, and better modes of transportation. Last year, there were more than 50 million visits to our national parks and forests. There were more than 183 million visits to the State parks. There are in excess of 25 million licensed hunters and fishermen in our country today, and this does not include the millions more of our youngsters for whom a license is not required. In all phases of outdoor activities the trend is rising toward greater participation.

We are happy to see this increase in activities, but this brings us to the problem at hand. The space and resources upon which outdoor recreation depends are diminishing. The growth of our cities, highways, and industry have taken their separate tolls. More intensive utilization of all other products and resources of our lands and waters has made its force felt also. Of course, we do not propose that such elements of progress be slowed. However, we do suggest that the solution to the problem of greater outdoor recreation demand and diminishing resources requires that we plan wisely to obtain the fullest utilization of our resources for the future.

The proposed legislation would authorize the establishment of an Outdoor Recreation Review Commission which will enable us to begin to solve some of the problems I have mentioned. The Commission's task will be to undertake a comprehensive inventory and evaluation of the outdoor recreation resources of the Nation. It will project as scientifically as possible known trends of population and recreation habits and desires of the public, in order to estimate our future needs for continued outdoor recreation opportunity. Finally, it will develop recommendations for methods and programs which can serve as guides in future planning by the Federal departments, States, and private organizations.

It is not the intent of the measure to duplicate programs and studies now underway by various interested agencies. The bill provides that the Commission shall utilize fully all such material and data available from the Federal departments, State agencies, or other sources.

Further, the Commission is directed to make the maximum practical use of the facilities of the various States, universities, and other competent groups which may best be able to carry out particular phases of the review.

Implicit in the undertaking is the fact that all segments of our Nation have a big stake in the future of American outdoor recreation. Cooperatively, through the suggested review, we shall be able to gain an understanding of the problems and to participate fully in planning to meet the future.

Mr. President, I deeply appreciate the cooperation of other Senators and their staffs in the preparation of the proposed legislation.

Mr. President, I ask unanimous consent that the text of the bill may be printed at this point in the RECORD.

The PRESIDENT pro tempore. The bill will be received and appropriately referred; and, without objection, the bill will be printed in the RECORD.

The bill (S. 846) for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes, introduced by Mr. ANDERSON (for himself and other Senators), was received, read twice by its title, referred to the Committee on Interior and Insular Affairs, and ordered to be printed in the RECORD, as follows:

Be it enacted, etc., That in order to preserve and develop for the American people of present and future generations such quality and quantity of outdoor recreation resources as will be necessary and desirable for individual enjoyment, and to assure the spiritual, cultural, and physical benefits that such outdoor recreation provides; in order to inventory and evaluate the outdoor recreation resources and opportunities of the Nation, to determine the types and location of such resources and opportunities which will be required by present and future generations; and in order to make comprehensive information and recommendations leading to these goals available to the President, the Congress, and the individual States and Territories, there is hereby authorized and created a bipartisan Outdoor Recreation Resources Review Commission.

SEC. 2. For the purposes of this act—

(1) "Commission" shall mean the Outdoor Recreation Resources Review Commission;

(2) "Outdoor recreation resources" shall mean the land and water areas and the products of such areas of the United States, its Territories, and possessions which provide opportunities for outdoor recreation, including but not limited to such pursuits as hunting, fishing, camping, hiking, skiing, mountain climbing, pack-tripping, nature photography, scenic appreciation, boating, canoeing, and other water activities, wherever carried out or potentially carried out, including but not limited to such areas as the national forests, the public domain, Indian reservations, wild, wilderness, and primitive areas; national parks and monuments; wildlife refuge, habitat and management areas, both Federal and State; scenic areas, the marsh and wetlands, coastal beaches, reservoir, and such other land and water areas, irrespective of ownership, which presently provide or may in the future provide outdoor recreation opportunities.

(3) "Outdoor recreation resources" shall not mean nor include recreation facilities, programs and opportunities usually associated with urban development such as play-

ground, stadia, golf courses, city parks, and zoos.

SEC. 3. (a) The Commission hereby authorized and created shall consist of 15 members appointed as follows:

(1) Two majority and two minority members of the Senate Committee on Interior and Insular Affairs, to be appointed by the President of the Senate;

(2) Two majority and two minority members of the House Committee on Interior and Insular Affairs to be appointed by the Speaker of the House; and

(3) Seven citizens, known to be informed about and concerned with the preservation and development of outdoor recreation resources and opportunities, and experienced in resource conservation planning for multiple resources uses, who shall be appointed by the President, and one of whom shall be designated as chairman by the President.

Vacancies occurring on the Commission shall not affect the authority of the remaining members of the Commission to carry out the functions of the Commission, and shall be filled in the same manner as the original positions.

(b) The Commission members shall serve without compensation, except that each member shall be entitled to reimbursement for actual travel and subsistence expense incurred in the services of the Commission and each member appointed by the President shall be entitled to a per diem allowance not to exceed \$50 per day when actually engaged in Commission business.

(c) The Commission shall convene as soon as practicable following appointment of its members, to implement the purposes and objectives of this act.

SEC. 4. (a) The Commission is authorized, without regard to the civil-service laws and regulations, to appoint and fix the compensation of an executive secretary and such additional personnel as may be necessary to enable it to carry out its functions, except that any Federal employees subject to the civil service laws and regulations who may be assigned to the Commission shall retain civil service status without interruption or loss of status or privilege.

(b) The Commission shall establish headquarters in the District of Columbia and shall make such other arrangements as are necessary to carry out the purposes of this act.

(c) The Commission shall request each Federal agency with a direct interest and responsibility in any phase of outdoor recreation to appoint, and each such agency shall appoint, a liaison officer who shall work closely with the Commission and its staff.

SEC. 5. (a) There is hereby established an Advisory Council which shall consist of the liaison officers appointed under section 4 (c), together with 25 additional members appointed by the Commission who shall be representative of the various major geographical areas and citizen interest groups including the following: State game and fish departments, State park departments, State forestry departments, private organizations working in the field of outdoor recreation resources and opportunities, landowners, State water pollution control agencies, State water development agencies, private forestry interests, commercial fishing interests, commercial outdoor recreation interests, industry, education, labor, public utilities, and municipal governments.

(b) The functions of the Advisory Council shall be to advise and counsel the Commission in the development of ways, means, and procedures whereby maximum cooperation may be obtained from all criteria for evaluating outdoor recreation resources data assembled and otherwise to advise and assist the Commission in carrying out the purposes of the act.

(c) Members of the Advisory Council, except those employed by the Federal Gov-

ernment and assigned to the Commission as liaison officers, shall serve without compensation except that each shall be entitled to reimbursement for actual travel and subsistence expenses incurred in attending meetings of the Advisory Council called by the chairman of the Commission, or incurred in carrying out duties assigned by the chairman of the Commission.

(d) The chairman of the Commission shall call an initial organization meeting of the Advisory Council, a meeting of such Council each 6 months thereafter and a final meeting of such Council prior to transmitting the final report to the President and the Congress.

SEC. 6. (a) The Commission shall proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly and through the Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups and others.

(b) The Commission shall compile such data and in the light of the data so compiled and of information available concerning trends in population, leisure, transportation and other factors shall determine the amount, kind, quality and location of such outdoor recreation resources and opportunities as will be required by the year 1976, and the year 2000, and shall recommend what policies should best be adopted and what programs be initiated, at each level of Government and by private organizations and other citizen groups and interests, to meet such future requirements.

(c) The Commission shall present not later than December 31, 1959 a report of its review, a compilation of its data, and its recommendations on a State by State, region by region, and national basis to the President and to the Congress. Such report, compilation, and recommendations shall be presented in such form as to make them of maximum value to the States and shall include recommendations as to means whereby the review may effectively be kept current in the future. The Commission on request of the President or the Congress shall prepare interim or progress reports on particular phases of its review.

(d) The Commission is authorized to conduct public hearings and otherwise to secure data and expressions of opinion.

(e) The Commission is authorized to make direct grants to the States, from sums appropriated pursuant to section 8, to carry out such aspects of the review as the Commission may determine can best be carried out by the States, under such arrangements and agreements as are determined by the Commission; and may enter into contracts or agreements for studies and surveys with public or private agencies and organizations.

SEC. 7. The Commission, in its inquiries, findings, and recommendations, shall recognize that present and future solutions to problems of outdoor recreation resources and opportunities are responsibilities at all levels of government, from local to Federal, and of individuals and private organizations as well. The Commission shall recognize that lands, waters, forest, rangelands, wetlands, wildlife, and such other natural resources that serve economic purposes also serve to varying degrees and for varying uses outdoor recreation purposes, and that sound planning of resource utilization for the full future welfare of the Nation must include coordination and integration of all such multiple uses.

SEC. 8. There are hereby authorized to be appropriated such sums as are necessary to carry out the purposes of this act, which sums shall be available to the Commission

until expended but not later than June 30, 1960.

SEC. 9. This act may be cited as "The Outdoor Recreation Resources Review Act."

RECREATION RESOURCES REVIEW

Mr. WATKINS. Mr. President, today I am joining my distinguished colleague from New Mexico [Mr. ANDERSON] and other Members of the Senate and the House in joint sponsorship of a bill which I confidently expect will meet with a large measure of bipartisan support in both Houses of Congress and in the country generally.

The Senator from New Mexico has described the bill in his introductory statement, so at this time I shall not go into the details of the bill. Suffice it to say that the bill, which will be known as the Outdoor Recreation Resources Review Act, represents a considerable amount of constructive thought and action by the Izaak Walton League of America, which did the basic drafting of the measure. I particularly desire to commend Mr. Joseph W. Penfold, of Wheatridge, Colo., western representative of the league, and one of the moving forces behind this proposal. His fairminded and positive approach to the problems which prompted this proposed legislation, and his awareness of the importance of multiple use of our public lands, will, I am sure, do much to elicit a large measure of public support for this measure.

There are three points which I should like to cover very briefly:

First. This bill, if enacted, will be primarily factfinding legislation. It will set up a public bipartisan commission to ascertain the facts on our greatly expanding outdoor recreational needs and the pressures which are building up on our dwindling resources and facilities. Facts and recommendations arising from this study will assist the Congress and the various State legislatures in future legislation on this subject, and also will aid movements for effective State parks departments in my State and others.

Second. The bill recognizes the importance of multiple use of recreational resources, and of action on all levels of government. An advisory committee provided for in the bill will insure representation of geographical areas and of the various interests using the lands, waters, and other resources affected.

3. Costs will be reasonable, because the Commission will have access to a large volume of material already assembled by Federal and State Governments, by private organizations, and by educational institutions. I request unanimous consent to have printed in the RECORD at the conclusion of my remarks copies of agency announcements and publicity articles which indicate some of the activities already completed or underway in this research field, as follows:

Press release of United States Department of Agriculture dated January 15, 1957, describing Operation Outdoors.

Excerpt from press release of United States Department of the Interior dated January 1, 1957, describing resource conservation progress in 1956.

Press release of United States Department of the Interior, dated August 1, 1956, describing guide to recreational opportunities on western reservoirs.

Article from American Forests, August 1956, entitle "Multiple Use on Private Lands."

Editorial from the Deseret News and Salt Lake Telegram of December 28, 1956, entitled "Where Will Our Children Play?"

The PRESIDENT pro tempore. Without objection, it is so ordered.

Mr. WATKINS. Information produced by such studies as the National Parks Service's mission 66 program, the Forest Service's Operation Outdoors, and the Weyerhaeuser Timber Co.'s experimental development of public parks on private property—as reviewed in the material I have just submitted—can be collated and evaluated by the commission proposed in the bill.

The problem, I might add for the benefit of my eastern friends, holds far more urgency for the East than it does for the West. In the West we have many millions of acres of lands already reserved for national parks, national forests, wildlife refuges, and wilderness areas. Here in the East, with a few significant exceptions, there are tremendous pressures for the relatively few remaining acres suitable for public parks, wilderness, and seashore. Furthermore, at present there is no organized program on a State-Federal basis to determine future needs and to take steps to acquire and preserve recreational areas that are not already set aside. This bill will contribute to that end here in the East, and at the same time will give us in the West a better appreciation of the long-term requirements of our reserved recreational resources.

Meanwhile, we invite the city dwellers in the East to plan vacations in the West, where they can escape suburbia and can savor the satisfactions of outdoor recreation in mountain playgrounds and untrammeled wildernesses.

EXHIBIT A

OPERATION OUTDOORS DESIGNED TO DOUBLE NATIONAL FOREST RECREATION FACILITIES

Operation Outdoors, a plan to double camping and picnicking facilities in the national forests within the next 5 years to meet a steadily building demand for such facilities, was announced today by the United States Department of Agriculture.

Recreation visits to the national forests will hit the 66 million mark by 1962, Forest Service officials predict. Their estimate is based on the past rate of rise in recreation use of national forests, the growing population, increased time for leisure activities, and the upward swing in money spent for recreation.

The 5-year recreation plan was released following the President's budget message to Congress which recommended financial support of the project to start this year. The program resulted from the Department's study of various congressional and public proposals to balance recreation facilities with the mounting use. At the request of Congress a comprehensive survey of needs in the 150 national forests throughout the country has been made.

Operation Outdoors is a double-barreled program. First it aims at solving the problem of ever-increasing family outdoor activ-

ities such as picnicking and camping in the national forests. A second part will deal with improvement and management of wildlife habitat in cooperation with State game departments. The report released today deals only with the family type recreation program and is designated part 1. Part 2 will be released later.

Some 2,150 new camping and picnicking grounds which will accommodate 40,500 additional families at a time are called for in Operation Outdoors. Tables and fireplaces are to be repaired and sanitary facilities modernized on the 4,900 camp and picnic grounds which now can properly accommodate only 41,400 families. As in the past, it will be left to private capital to provide and operate resorts and other special facilities in the national forests.

"Operation Outdoors is geared not only to correct existing unsatisfactory conditions at national forest recreation areas but also to meet foreseeable use during the next 5 years," Richard E. McArdie, Chief of the Forest Service, said. "At the same time, however, we must keep recreation in balance with the use of other national forest resources, such as water, timber, and forage.

"The American people are seeking outdoor recreation more than ever before. The national forests are feeling this boom with a tremendous increase in visits. Our existing facilities simply can't handle the load."

Recreation visits to the national forests hit an all-time high of 45½ million in 1955 as compared to 18.2 million in 1946. About 39 percent of the people camped and picnicked outside improved areas because existing facilities, largely built by the Civilian Conservation Corps between 1933 and 1941, could not take care of them.

Existing facilities have deteriorated under excessive use. Picnic tables, campfire grates, and sanitary facilities need constant repair. Sections of some popular areas have been closed for indefinite periods because facilities were completely worn out and funds have not been available to replace them.

Many people, unable to find a spot to picnic or camp in established areas, have gone to places where there are no sanitary facilities and no fireplaces. Streams that supply water to nearby towns and cities are being threatened with pollution and forest-fire danger is increasing. Through Operation Outdoors it is expected that these serious conditions can be alleviated.

A copy of the report Operation Outdoors may be obtained upon request to the Forest Service, United States Department of Agriculture, Washington, D. C.

EXHIBIT B

RESOURCE CONSERVATION PROGRESS IN 1956 NOTED BY SECRETARY SEATON

Significant progress in the natural resource programs of the Department of the Interior was recounted today by Secretary Fred A. Seaton in summing up the activities of the Department in the past year.

Secretary Seaton forecast additional solid accomplishments for the Department in 1957. He cited particularly two long-range conservation programs which he believes will make major advances during the next 12 months.

One of these is the mission 66 program of the Department's National Park Service. This comprehensive 10-year program will be in its second year. Its purpose is to provide the Nation in the next decade with a fully protected national park system adequate to accommodate the 80 million visitors anticipated by 1966.

The other long-range program given special mention by Secretary Seaton is a greatly expanded effort to develop and conserve the Nation's wildlife and fishery resources. The Secretary announced inauguration of work on the new program late in 1956. In directing the Department's United States Fish and

Wildlife Service to develop a blueprint for the broadened conservation effort, Secretary Seaton declared:

"The challenge of soundly managing our commercial fishery resources to assure a continued harvest and of meeting the growing demand for opportunities to fish and hunt at a time when those opportunities seem to be diminishing must be met headon."

EXHIBIT C

[From the Department of the Interior,
August 1, 1956]

RECLAMATION ISSUES GUIDE TO RECREATIONAL OPPORTUNITIES ON WESTERN RESERVOIRS

How reservoirs constructed by the Bureau of Reclamation in the 17 Western States create and improve recreational opportunities for 10 million people a year is told in a newly published Bureau folder, Secretary of the Interior Fred A. Seaton said today.

The illustrated folder includes a map locating 140 recreational areas and a comprehensive chart showing the size of the lake and the facilities available. The chart shows the town or city nearest the reservoir and the name and address of the agency which administers the recreational facilities. Swimming, boating, fishing, camping, picnicking, and hunting opportunities are available at most reservoirs. Boat rentals, lodging, drinking water, picnic places, and other public facilities are generally provided by the administering agency or concessionaires.

The administration of recreational areas on Bureau projects is generally transferred to local, county, or State agencies, except where reservoir recreational areas have national significance. Where reservoirs are adjacent to or within Federal refuges, national forests, or national parks, such areas are usually administered for recreational purposes by the Fish and Wildlife Service, Forest Service, or National Park Service, respectively.

The recreational values of Bureau developments, important byproducts of western water development, are enjoyed both by residents of the areas involved and by visitors from every point of the Nation. In addition to the intrinsic values of relaxation, sport, sightseeing, and other elements of recreational use of water areas in the West, the play areas are an important addition to the national economy.

Commissioner of Reclamation W. A. Drexler said that expenditures by visitors to recreational areas created by Reclamation are conservatively estimated at \$59 million a year. This includes money spent for travel, food, lodging, and fishing, boating, and hunting equipment.

The Bureau folder, entitled "Reclamation's Recreational Opportunities," features the outstanding fishing and boating on the man-made water playgrounds. The great value and popularity of Bureau constructed reservoirs is enhanced, states the folder, by the fact that they are located in dry sagebrush country or deserts. Frequently, reservoirs are the only large bodies of water available for recreation for many miles around.

Habitat improvements for fish and wildlife are almost always included in reclamation projects with funds provided by the Congress. The fishing resources are often increased or improved with stock from State or Federal hatcheries.

The outstanding fishing and recreational values of reclamation reservoirs have recently been given wide recognition in articles in sports magazines. The folder quotes from such authorities as Ted Trueblood, Frank Dufresne, and Shep Shepherd.

The popularity of Bureau of Reclamation reservoirs as play spots is indicated by the 2,675,371 persons who visited Lake Mead at Hoover Dam last year; the 909,900 visitors at Jackson Lake, Wyo.; the 750,000 visitors at Buffalo Bill Reservoir, Wyo.; and the 605,024 visitors at Millerton Lake, Calif.

Copies of Reclamation Recreational Opportunities may be obtained from any Bureau field office or from the Commissioner of Reclamation, Washington 25, D. C.

EXHIBIT D

[From American Forests of August 1956]

MULTIPLE USE ON PRIVATE LANDS

(By Kramer A. Adams)

The late Aldo Leopold, professional forester who became the father of modern game management once said, "Most of our wildlife problems are concerned not with the management of game, but with the management of people."

Those of you who manage the forests realize that there's an increasing amount of human management involved in the business of growing trees. More and more, Americans are turning to their forests—private, State, and Federal—in search for recreation. And there's no indication of relief ahead for the forester.

To the contrary, with shorter work hours, greater mobility through modern vehicles, and added money to spend on recreational pursuits, more people will head for the woods in the coming years.

Most of us are aware that Stanford Research Institute has predicted that the Nation's need for timber products will increase about 25 percent by 1975. But did you know that the Public Affairs Institute has said that the demand for recreation by 1960 will be 36 percent above last year and by 1965 will be 75 percent greater?

Another reliable estimate places the number of people enjoying the outdoors in 20 years as about double what it is now.

Where will the public go in the future while on this recreational spree? Resorts? Golf courses? National parks and forests? Yes, but some facilities there were crowded this year. A recent survey shows that fishing is America's favorite sport. Next is hunting, and of the top 10 participation sports, 7 are primarily woods-type activities.

It is evident that more and more pressure will be placed on the private timber owner to open his lands.

In the words of the current popular song, Something's Gotta Give.

Since the end of World War II, Weyerhaeuser Timber Co. has opened increasing amounts of its Oregon and Washington timberland to the recreation seeker. During the current deer-hunting season, essentially all of its 2½ million acres that are not in operating areas bear the "Hunters Welcome" sign. Roughly half of the company's roads are open to hunter vehicle travel.

The company also maintains 11 public parks on its stream or lakeside property in the 2 States. Each offers piped running water, sanitary facilities, picnic benches and tables, fireplaces and free firewood. One has a children's playground and another a boat-launching ramp.

During the year, company lands are visited by more than 50,000 hunters, fishermen, campers, hikers, swimmers, horseback riders, picnickers, archers, rock collectors, skiers, bird watchers, photographers, sightseers, berry pickers, trappers, fern pickers, target shooters, dog field-trial participants, and wildflower gatherers.

Many other tree-farm operators have taken similar steps toward helping restless Americans get away from it all on private forest lands. But how much does this gesture cost? Just what happens when an army of hunters, for example, swarms over the forest seeking deer? Most of you, I'm afraid, know only too well.

To get some sort of a reliable answer to that question, each branch manager of Weyerhaeuser's western Washington tree farms was asked to observe hunter conduct during the 1954 hunting season. Their conclusions and experiences show that the average hunt-

er is neither as bad as he is often pictured by the landowner nor as harmless as usually drawn by his allies.

The questionnaire was designed to provide a point of reference upon which to base future public recreation policies for company lands, and, perhaps, to show both the sportsman and Weyerhaeuser people the way to even better relations.

Here are some of the questions asked:

"Were any fires started that are traceable to deer hunters?"

Only 1 out of 9 respondents said "Yes." This amazing improvement over the normal number of hunter fires was helped in 1954 by the weather. So that, just as this year in the Northwest, it is impossible to tell how much credit goes to the hunter and how much to Jupiter Pluvius.

The threat of fire is still the primary reason across the Nation for barring entry to the forests—public or private.

"Were any roads damaged by hunter vehicles?" Tire chains tore up some soft roads; sheer volume of traffic caused damage at other points; motorcyclists were blamed for damage almost everywhere.

Two tree farms were victims of theft of company property. One forester's volunteered comment on this matter is significant. He said, "As a rule, the hunting season is only a cover for thieves who would be stealing anyway."

Four verified cases of lost hunters were reported requiring many man-hours of company time in the searches.

All areas reported malicious vandalism of some kind, ranging from dirt poured in the fuel tank of a D6 Caterpillar to mutilation of temporary signs. Six tree farms suffered a total of 14 broken locks or gates.

We also asked tree-farm managers, "Were your road signs and warnings generally respected?" The reply offers hope for the future of hunting. Weyerhaeuser people were unanimous in their opinion that hunters last year paid more heed to our road and warning signs.

As to violation of the State hunting laws, the Washington Game Department reported arrests by game protectors for 18 major offenses.

Aside from outright closure of private property, there are two ways to approach the matter:

1. By education of the hunter.
2. By stricter control of the hunter in the field.

Education or hunter control or a combination? Each of these methods will be given a test during coming deer-hunting seasons.

In Oregon, timbermen, farmers, the State game department, and every organization concerned with hunter conduct, have pledged cooperation in the Governor's Red Hat Day program. This is the educational effort designed to better relations between landowners and hunters.

There is every indication that this voluntary program is succeeding in legitimizing the red hat and opening the gates to happier hunting grounds.

The amazing success of the Smokey Bear campaign, the keep-green programs, and similar efforts prove that public education can be effective.

The other approach, closer hunter control, will be tried next year on one of Weyerhaeuser's tree farm properties in western Washington. Here, four large management units will be operated during the general buck-hunting season. The game department has given tentative approval to taking over one unit. A local sportsmen's group will manage hunters on another unit, and the company will experiment with hunter control on two similar-sized units.

Modern logging methods have created near-ideal conditions for wildlife in some areas, which has brought on an increase in their populations. By law and tradition, the game belongs to the people. What better way to

control an increasing wildlife population than by unlocking the gate and allowing the hunter to take the surplus?

"Multiple use" is a much misunderstood catchword that usually means "Federal forests" in the public mind. It has that connotation primarily because of the excellent job done by the Forest Service in making its lands available to hunters and fishermen and in providing campsites and other recreational facilities. Here's the popular appeal; the individual's tangible benefit from the forest.

Most private forest-land owners are now practicing true multiple use. In addition to keeping the forests productive, their management methods protect the watershed, help build the soil, provide room and board for fish and game and protect man and wildlife from fire and stream pollution. These facts are not generally understood.

The unfairness of the public's attitude is highlighted by the fact that millions of acres of easily accessible private forestlands across the country are now open to hunting, fishing and other recreational opportunities. Catering to the outdoorsman costs Weyerhaeuser Timber Co. many thousands of dollars each year—with no thought or desire of tangible return on the investment.

Records show that in the Pacific Northwest's Douglasfir region, four big game animals are taken from private forests for every one taken from Federal forests. Mike Hudoba in the March issue of "Sports Afield" states that 85 percent of the Nation's hunting is done on private property.

There are many dangers in this mistaken public viewpoint which draws a line between public forest "multiple use" and the supposed private forest locked gate.

How can we focus public attention on all the important values of the Nation's privately owned forests? They've been told about the economic benefits of a well-managed harvest of timber; they may know about the fire and watershed protection provided by private landowners; and they may be aware of the improved governmental services made possible by huge taxes on private timberlands.

But these are distant colorless things. "Multiple use" has come to mean free public recreation, more than anything else. It's memories of fishing, camping, hunting, skiing, or traveling on so-called public lands.

Opening up of more private lands for recreation—where it doesn't interfere with the major purposes of forest management—is a start toward overcoming this mistaken public attitude on "multiple use."

It would mean recognized cooperation with the public under controlled conditions. By dispersing recreationists, less trouble and pressure would be experienced by the Federal, State, and private lands now opened. During hunting and fishing seasons, it will assure a better utilization of the game and fish crop.

Many of the users of private forestlands are employees of the landowner. Here's an important industrial relations advantage—another "fringe benefit" that makes living and working in the community more desirable. Employees should not, however, be given exclusive privileges, but should have the same opportunity as others to enjoy the forests.

But in opening the woods, how can we assure ourselves that these visitors will not start fires, will not damage roads or property, will not steal equipment nor litter the forest?

In removing the physical and psychological barrier between the recreationist and the private forest, the landowner has taken a great step in solving some of these problems. He has immediately become a friend of the outdoorsman. This generous overture is more often than not rewarded by improved community and public relations, a greater sense of responsibility on the part of visitors, and a decreasing vandalism rate.

We've found that recreation seekers are grateful for the privilege of roaming Weyerhaeuser lands unhindered. Hundreds of commendatory letters testify that hunters are human, too.

This is a display of faith that rubs off on most thinking sportsmen. But this throwing away of the key must be accompanied by suitable publicity to constantly remind visitors that they are on private land and have a trust to protect it and to behave themselves. And we cannot compromise the necessary fire closure laws now on the statute books.

Who are these people on the other side of the fence? Do you know them as well as you should? They don't all wear horns; are not all practicing arsonists or sign shooters.

The forest visitors are your neighbors, living in or near the mill community, who will stick up for a friendly company when it is in trouble.

They are the ones who vote and who influence forestry legislation. They are the citizens who buy our products and who log our woods and run our mills.

They are the sportsmen who pay license fees to manage and plant the game fish in waters on or near our forests; who pay the salaries of the game managers who have the power to control wildlife depredations.

These are the people who can be auxiliary fire wardens—a farflung, voluntary patrol so huge that no landowner could afford to pay for the service.

They are also the people who can prevent theft and vandalism in the woods and damage to roads.

Recreation and forestry are compatible. But just as in this Nation's potential timber production, we have not reached the limits of what might be called recreation production. The demand for, and value of, both products of the forest is destined to increase. When we think of multiple use in the future, let's add plans too, for a sustained yield of good landowner-sportsman relations.

"The forest industry's tree farm recreation program has come of age," said Frederick Billings, Public Recreation Administrator, Weyerhaeuser Timber Co., in an address to the National Conference on State Parks. In explaining Weyerhaeuser's development of tree farm recreation areas Mr. Billings continued, "The use of my company's land for timber production, which involves watershed and soil protection as well, must come first, then, with recreational uses of this land following up in a strong second place."

The Weyerhaeuser Co.'s first recognized public park was opened in 1941, Mr. Billings said. "Hunting and fishing privileges had been granted to local sportsmen in our forest areas before this time, but the idea of maintaining a scenic recreational area and providing basic park facilities did not come until shortly before World War II.

"The number of our parks has steadily increased since that time until now, some 15 years later, we have 14 parks in Washington and Oregon." * * * The 14 parks we maintain for tourists provide picnic tables, piped water, restrooms, stone and cement fireplaces, free firewood, as well as receptacles for trash. Swimming and fishing are available at 12 of the parks and overnight camping is permitted at all of them."

Mr. Billings cited the Weyerhaeuser Co's recreation policy: "Recreational opportunities shall be offered to the public through the use of designated tree farm areas for campers, hunters, fishermen, and other recreationists. * * * Whenever possible, sites of historic interest or outstanding scenic beauty shall be preserved for public enjoyment. The company shall cooperate with groups interested in promoting recreational use of forest land in developing programs for the proper use of designated areas. Extending to the public the privileges of use

of company lands for recreational purposes will help to achieve a better understanding and appreciation of the benefits to be derived from sound forestry management of privately owned timber lands.

EXHIBIT E

[From the Deseret News of December 28, 1956]

WHERE WILL OUR CHILDREN PLAY?

By 1975, it is generally estimated, the population of the United States will be 221 million, some 50 million more than it is today.

Time was, in the days when Malthus was believed, that this prospect would have been cause for serious economic concern. But technology has overthrown Malthus. Today we know that higher populations can mean continually higher standards of living, almost without a limit.

There is, however, one question that bothers everyone who looks to the future. It is, Where will all these people play? Will the present possibilities of getting next to nature in our woods and lakes wither away in the face of the population boom?

This question gives point to efforts to get through Congress next year laws strengthening the hand of conservation leaders in preserving fish and wildlife and recreational values in and around reclamation reservoirs.

The present Coordination Act, the National Wildlife Federation (NWF) argues, leaves important shortcomings in this respect. While it provides for studies of the effect of Federal dams on wildlife, many projects are authorized before the studies are started and partly built before studies are completed. There is nothing in the law to require modifications to meet needs discovered in the studies. Moreover, the NWF maintains, inadequate land acquisition around some Federal projects can leave the public out in the cold while chiefly benefitting land owners and speculators.

To the credit of Bureau of Reclamation and other Federal officials in this region—and we imagine the same is true elsewhere—strong efforts have been made to take care of these problems in individual projects as they have been authorized.

Land around the Wanship Reservoir-to-be, for example, has been secured and will be developed in accordance with a plan developed with the help of the National Park Service. Cabin site leases and public recreation areas will be handled by Summit County—the first time such a function has been turned over to a county in this region.

The enlarged Pineview Reservoir will be developed in a similar manner, with the exception that the Forest Service will supervise the recreational functions. Recreation at the Big Sandy project in Wyoming will be supervised by the State. The Park Service and Forest Service are jointly working out a recreation plan for major units of the Colorado River storage project.

But these precautions have been taken primarily because the men involved with them have been farsighted enough to recognize the need for more future recreation facilities, and energetic enough to secure these facilities in the individual projects. The law itself as it applies nationwide does not adequately guarantee that such facilities will be secured in all reclamation projects.

Agitation is under way to revise the Coordination Act to provide more sure protection in future development projects. This matter deserves the careful attention of western Members of Congress particularly, because of the tremendous amount of water development that this section will inevitably see during the next few years.

Meanwhile, Utah ought to lose no further time in making its own arrangements to secure adequate recreation facilities around reservoirs and in other locations. On difficulty with the cooperative systems the Bu-

reau of Reclamation has been trying to establish is that the State has no agency qualified to assume responsibility for this function. That is why, for example, the job has to be assumed by Summit County in the case of the Wanship Reservoir or by the Forest Service or other agencies elsewhere.

Utah badly needs a State park organization, to take care of a number of functions. Not least among them is this one. Continuing delay can only lessen the chances that future generations of Utahns will be able to find the kind of outdoor recreation that we of this generation would like our children to have.

INCORPORATION OF VETERANS OF WORLD WAR I

Mr. NEUBERGER. Mr. President, on behalf of my distinguished colleague, the senior Senator from Oregon [Mr. MORSE], and myself, I introduce for appropriate reference a bill to grant a Federal charter of incorporation to the Veterans of World War I of the United States of America.

Mr. President, of the patriotic Americans who served our Nation in the First World War 39 years ago, 3,025,000 were living on November 30, 1956. Their average age was 62½ years. Since the time of their service, nearly four decades ago, much history has been made and other great wars have been fought. In the memory of many Americans alive today the great world war means that which we fought between 1941 and 1945, and another generation of Americans is growing up whose war-veteran husbands and brothers are those who fought for freedom and security in Korea.

Twenty-four years separate the service of the veterans of World War I from the beginning of the Second World War. Yet, many Members of the Senate, who themselves served in the first great war of our century, will understand that, to the veterans of that war, it is a memory to be held and shared in common with their contemporaries.

For that reason, many of them have decided to form among themselves the special organization known as the Veterans of World War I of the United States of America. Already this organization has over 70,000 members in all 48 States and the Territories. It has 782 barracks posts organized in 45 States.

This organization now seeks a Federal charter of incorporation to help it to bring the memory and the interests of this generation of American veterans to the attention of the American people. Federal charters have in the past been granted to such other veterans' organizations as the Veterans of Foreign Wars, the Disabled American Veterans, the AMVETS, the American Legion, and the Marine Corps League. No reason is apparent to me why an organization of veterans of World War I should not be entitled to equal rights and recognition from the Congress. Accordingly, Mr. President, I ask that this bill be referred to the appropriate committee for early consideration.

The senior Senator from Oregon [Mr. MORSE] and I introduced a similar bill in the 84th Congress, to grant a Federal charter to the Veterans of World War I of the United States of America, and I

trust that the Congress this year will be able to act promptly and favorably on our proposal.

The PRESIDENT pro tempore. The bill will be received and appropriately referred.

The bill (S. 848) to incorporate the Veterans of World War I of the United States of America, introduced by Mr. NEUBERGER (for himself and Mr. MORSE), was received, read twice by its title, and referred to the Committee on the Judiciary.

AMENDMENTS TO NATIONAL LABOR RELATIONS ACT, AS AMENDED

Mr. McNAMARA. Mr. President, on behalf of myself, the senior Senator from Montana [Mr. MURRAY], and the junior Senator from Pennsylvania [Mr. CLARK], I introduce, for appropriate reference, four bills.

These four bills are introduced as amendments to the National Labor Relations Act, as amended. All were sponsored in the 84th Congress by the Senator from Montana or myself.

We are pleased to have the junior Senator from Pennsylvania join with us in the 85th Congress as a cosponsor.

The proposed amendments are considered to be necessary in order to help make the National Labor Relations Act less biased. Briefly, the amendments would accomplish the following:

First, repeal section 9 (h) of the act, which makes leaders of organized labor second-class citizens by requiring them to make affidavit that they are not members of the Communist Party. The section has been proved both worthless and discriminatory.

Second, amend section 14 (b) of the act, which now permits States to supersede the Federal act by adopting mis-called right-to-work laws which discriminate against workers and unions involved in interstate commerce.

Third, amend the act to permit supervisors to be considered as employees under provisions of the act.

Fourth, to permit, in certain instances, secondary boycotts where a secondary employer is engaged with a primary employer in a labor dispute.

Mr. President, there has long been talk by the administration and others proposing needed changes to the National Labor Relations Act. Thus far, all we have had is talk.

I think the 85th Congress must make a concentrated effort to substitute action for the talk.

These four bills represent, I believe, an absolute minimum program for improving our basic labor-management-relations law.

The Nation cannot expect improvement in labor-management relations under a law having a built-in bias against the working men and women and their unions.

The PRESIDENT pro tempore. The bills will be received and appropriately referred.

The bills, introduced by Mr. McNAMARA (for himself, Mr. MURRAY, and Mr. CLARK), were received, read twice by their titles, and referred to the Commit-

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

Issued June 19, 1957
For actions of June 18, 1957
85th-1st, No. 105

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HIGHLIGHTS: House adopted conference report on third supplemental appropriation bill. House debated public works appropriation bill. House committee ordered reported bills to permit soil bank lands to be used in establishing future acreage allotments, and to remove green peanuts from marketing penalties. House received proposed health insurance plan for Federal employees. Senate committee ordered reported bill to establish Outdoor Recreation Resources Commission. Senate committee reported bill to release extra-long staple cotton from stockpile. Sen. Clark introduced and discussed bill to establish commission to study and revise pay system for Federal employees.

SENATE

1. COTTON. The Agriculture and Forestry Committee reported without amendment H.J. Res. 172, authorizing removal from the strategic stockpile for CCC sale of 50,000 bales of extra long staple cotton (S. Rept. 463). p. 843
2. ATOMIC ENERGY. Ratified as reported the Statute of the International Atomic Energy Agency. pp. 8447-8, 8449-50, 8451-68, 8491-8508, 8509-24, 8525-34
3. RECREATION; MINERALS. The Interior and Insular Affairs Committee ordered reported with amendment S. 846, to establish a National Outdoor Recreation Resources Review Commission, and without amendment H.R. 3477, relating to the disposition of moneys received from mineral lands in Alaska. p. D542
4. REORGANIZATION. Received the President's message urging enactment of certain bills to implement recommendations of the Hoover Commission, including extension of the Reorganization Act of 1949, accrued expenditure appropriations, training Federal personnel at private or public facilities, and repeal of provisions requiring clearance of real property transactions with Congressional committees. p. 8440

5. HOUSING. The Banking and Currency Committee reported with amendments H.R. 4602, to encourage residential housing for veterans in rural areas (S. Rept. 464). p. 8443
6. ELECTRIFICATION; LOANS. S. 555, the Hells Canyon dam bill, was made the Senate's unfinished business. p. 8534
Sen. Humphrey inserted a resolution favoring Hells Canyon high dam from the Carlton County, Minn., Cooperative Power Assn. p. 8442
Sen. Humphrey inserted a Carlton County, Minn., Cooperative Power Assn. resolution urging that the interest rate for REA loans to cooperatives not be increased. pp. 8442-3
7. FLOOD INSURANCE. Sen. Bush inserted an editorial urging appropriations for the Federal Flood Indemnity Administration. pp. 8446-7
8. STUDENT EXCHANGE. Sen. Fulbright inserted an editorial and two letters on the value of the international student-exchange program. p. 8447
9. PERSONNEL. Sen. Humphrey expressed his gratification over the pay-raise bill reported to the Senate Post Office and Civil Service Committee by Sen. Neuberger's subcommittee, and inserted his letter to the Senator. p. 8448
10. FISCAL POLICY. Sens. Humphrey, Bush, McNamara, Case of S.D., Long, Capehart, Carlson, Lausche, Holland, Fulbright, and Wiley discussed the Administration's fiscal and monetary policies and their effect on the economy, and Sen. Bush inserted Treasury Secretary Humphrey's statement before the Senate Finance Committee on the financial condition of the U.S. (pp. 8482-90). pp. 8468-90
11. WATER RESOURCES. Sen. Johnson stated that without the multi-purpose projects the recent floods in Texas would have cost \$100 million more, and urged the value of flood control and water conservation projects. pp. 8439-40
12. FOOD DISTRIBUTION. Received a Calif. Legislature resolution urging positive steps to stockpile surplus foods in Calif. for civil defense. pp. 8440-1
13. IMPORTS. Received a Calif. Legislature resolution urging limitations on the import of dried figs and fig paste. p. 8441
14. LANDS. Received a Calif. Legislature resolution urging the lease of lands near Parker Dam to the Parker Dam County Recreation District. p. 8441
15. WHEAT. Sen. Carlson inserted a Woodlawn, Kans., Farmers' Union resolution urging a 'yes' vote on the wheat marketing quota referendum to be held June 20. p. 8443

HOUSE

16. APPROPRIATIONS. Adopted the conference report on H.R. 7221, the third supplemental appropriation bill for 1957 (pp. 8546-73). Agreed to provide \$4 million (instead of \$15 million as proposed by the Senate), to remain available through June 30, 1958, for emergency conservation measures (p. 8547) and \$11,500,000 (instead of \$15,000,000 as proposed by the Senate) for emergency feed and seed assistance (p. 8548). Rejected, 186 to 218, a motion by Rep. Boland to agree to the Senate amendment providing \$14,000,000 for a Federal flood insurance program (pp. 8548-60). This bill now goes to the Senate for consideration. (For other items of interest see Digest 38.)

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

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For actions of June 19, 1957
85th-1st, No. 106

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HIGHLIGHTS: Senate adopted conference report on third supplemental appropriation bill. Sen. Humphrey urged greater use of voluntary agencies in surplus food disposal overseas. Rep. Marshall stated soil bank program has been a failure. Rep. Hill urged retention of Packers and Stockyards Act functions in USDA. House passed public works appropriation bill. Sen. Johnston introduced and discussed bill to provide health insurance for Federal employees.

SENATE

1. APPROPRIATIONS. Adopted the conference report, as agreed to by the House, on H.R. 7221, the third supplemental appropriation bill for 1957. For other items of interest see Digests 88 and 105). pp. 8635-40. This bill will now be sent to the President.
2. ELECTRIFICATION; RECLAMATION; AMORTIZATION. Senate began debate on S. 555, to authorize a high dam in Hells Canyon. pp. 8613-18, 8629, 8641-59, 8659-73.
3. ATOMIC ENERGY. Passed as reported S. 2243, to provide an authorization for appropriations for cooperative reactor developments for the Atomic Energy Commission. p. 8641
4. FOOD DISTRIBUTION; SURPLUS COMMODITIES. Sen. Humphrey commended the efforts of voluntary agencies in surplus food disposal under Public Law 480, and urged greater use of such groups. pp. 8675-8
5. FARM CREDIT; NOMINATIONS. The Agriculture and Forestry Committee reported the nominations of Marshall Edwards and George Lightburn to be of the Federal Farm Credit Board. p. 8591

with amendments

6. RECREATION. The Interior and Insular Affairs Committee reported/S. 846, to establish a National Outdoor Recreation Resources Review Commission (S. Rept. 471). p. 8592
7. PERSONNEL. Received from the Civil Service Commission a proposed bill to provide Federal contributions and authorize payroll deductions for prepaid health insurance for Federal employees and dependents; to Post Office and Civil Service Committee. p. 8591
8. WATER RESOURCES. The report of the Chief of Engineers on central and southern Fla., Hendry County, was ordered to be printed as S. Doc. 43. p. 8593
9. PUBLIC WORKS. Sen. Johnson criticized the Budget Bureau for allegedly usurping policy-making functions in authorizing flood control and other public works functions. p. 8599
10. FISCAL POLICIES. Sen. Byrd inserted his statement at the opening of the Finance Committee's investigation of fiscal and monetary policies. pp. 8610-11
11. FLOOD INSURANCE. Sens. Pastore, Saltonstall, and Javits lamented the failure to authorize \$14 million for Federal flood re-insurance and indemnification, in H.R. 7221, the third supplemental appropriation bill for 1957. pp. 8619-20
12. FLOOD CONTROL. Sen. Humphrey discussed the floods in Southwestern Minn. and urged action by the Farmers' Home Administration and others to act to aid those in the area, and pointed to this as underlining the need for a broad flood control program. pp. 8674-5
13. LEGISLATIVE PROGRAM. Sen. Johnson stated his hope that by starting at 11:00 the Senate might reach a vote on S. 555, the Hells Canyon bill, by Fri.. p. 8590

HOUSE

14. APPROPRIATIONS. Passed without amendment H.R. 8090, the public works appropriation bill for 1953. pp. 8680-8726
15. FORESTRY. The Interior and Insular Affairs Committee ordered reported H.R. 3353, to supplement the land grant provisions of the Alaska Mental Health Enabling Act to permit the selection of certain public lands in Alaska, and H.R. 7864, to amend the Act of May 4, 1956 relative to the establishment of public recreational facilities in Alaska. p. D551
A subcommittee of the Judiciary Committee ordered reported H.R. 4763, to provide that the U.S. quitclaim all rights, title, and interest in certain lands under Forest Service jurisdiction in San Jacinto, Tex., to private individuals. p. D551
16. RECLAMATION. The Interior and Insular Affairs Committee ordered reported with amendment S. 1482, to amend the Columbia Basin Project Act to increase the limitation on the acreage one family might have of irrigated land, and S. J. Res. 39, to authorize the construction of certain water conservation projects to provide for a more adequate supply of water for irrigation purposes in the Pecos River Basin, N. Mex. and Tex. p. D551
17. TRANSPORTATION. The Interstate and Foreign Commerce Committee reported without amendment S. 937, to amend Sec. 4 of the Interstate Commerce Act so as to eliminate the necessity of ICC approval of certain rate publications. p. 8737

FOR THE ESTABLISHMENT OF A NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION TO STUDY THE OUTDOOR RECREATION RESOURCES OF THE PUBLIC LANDS AND OTHER LAND AND WATER AREAS OF THE UNITED STATES

JUNE 19, 1957.—Ordered to be printed

Mr. MURRAY, from the Committee on Interior and Insular Affairs, submitted the following

R E P O R T

[To accompany S. 846]

The Committee on Interior and Insular Affairs, to whom was referred the bill (S. 846) to establish a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, having considered the same, report favorably thereon with the following amendments, and with the recommendation that the bill, as amended, do pass.

The amendments are as follows:

On page 1, line 3, strike out "and develop for the", and insert in lieu thereof a comma and the words "develop, and assure accessibility to all".

This revision inserts the words "assure accessibility" to make clear that the Commission may look into fees and other conditions under which recreational facilities are to be operated, to assure that such facilities are both geographically and economically within reach of all citizens.

On page 4, line 22, strike out "each Federal agency", and insert in lieu thereof "the Secretary of each Federal department or head of any independent agency which includes an agency or agencies".

On page 4, line 24, after the word "and" insert the words "he shall appoint for".

On page 4, line 24, strike out the word "shall".

On page 5, line 1, strike out the word "appoint,".

These amendments place the responsibility for appointment of agency liaison officers, who are also to serve on an advisory council, with the heads of the executive department and independent agencies, rather than delegating that responsibility to the subordinate agency

itself, thus assuring representation in Commission affairs for heads of departments.

On page 5, line 19, after the word "all" insert "agencies and groups whose assistance in accomplishing the purposes of this Act will be required in arriving at sound methods and".

This amendment reinserts in the bill language in the original draft which was omitted in the printing.

On page 7, line 10, strike out the period after the word "Congress", insert a comma and the following: "and shall cease to exist not later than one year thereafter."

This amendment provides for a definite time, as suggested by the Bureau of the Budget, for the Commission to cease to exist.

On page 7, line 14, after the word "Commission" insert a comma and the words "on its own initiative or".

This amendment authorizes the Commission to direct the attention of the President and Congress to any situation it might discover which appears to call for immediate action.

On page 7, line 21, after the word "States," insert the words "and to transfer necessary funds to Federal agencies,".

On page 7, line 23, after the word "States," insert the words "or Federal agencies,".

These revisions make it possible for the Commission to pay or share in the expense incurred by executive agencies in doing work for the Commission in instances where the agencies themselves do not have the necessary funds to undertake the work.

On page 8, line 18, after the word "expended" strike out the words "but not later than June 30, 1960".

This amendment makes funds available to the Commission until it goes out of existence 1 year after making its final report.

An amendment to permit executive agencies to reserve lands for recreation pending report of the Commission has been suggested and considered. However, it appears that both the Department of Agriculture and Department of the Interior already have sufficient authority to make such reservations, and the amendment would be unnecessary.

PURPOSE OF THE BILL

There has been a phenomenal increase in the use of outdoor recreation resources in the past decade.

More than an increase in population is involved. Increased national product and personal incomes have made it possible for more people to afford outings. Shorter working schedules resulting from technological advances in industry and services have given more people more leisure time. Improved transportation facilities—highways, streamliners, and airplanes—have made it possible for people to reach distant attractions much more readily, and to enjoy the spiritual, cultural, and physical benefits of the outdoors.

Typical of the increased demand on facilities is the experience of the national forests. Their use tripled in 20 years from 1926 until 1946—from 6 to 18 millions. Their use nearly tripled again in the 10-year period between 1946 and 1956—from 18 to 53 millions. Attendance at some of our most popular national parks has increased until serious problems of handling traffic have arisen and may become virtually unsolvable, in keeping with the purposes of the park areas, in the years ahead at current rates of increase.

National park attendance, fishing and hunting licenses issued by the States, and all other indexes reflect the spectacular increase in the outdoor recreation activities of American citizens.

The construction of the 41,000-mile national superhighway system authorized by Congress last year can further add to the rate of the upswing.

Concurrent with the increase in demand on outdoor recreation facilities, there is a lessening of some of the resources available to the public. A recent survey shows, for example, that only 240 miles of the 3,700-mile Atlantic seashore is still open to the general public and approximately 200 miles of this total are in the Cape Hatteras and Acadia National Parks in North Carolina and Maine. Other areas of outstanding recreational value in the public domain are presently subject to disposition without regard to their usefulness in meeting the mounting recreational demand.

PROVISIONS OF THE BILL

Section 1 of the bill states its basic purpose to preserve, develop, and assure accessibility to all American citizens, in the present and future, of adequate outdoor recreational facilities by determining future needs, obtaining comprehensive information on available resources, and making recommendations to the President and Congress on meeting proper goals.

Section 2 contains definitions.

Section 3 provides for a bipartisan commission of 15 members, including 2 majority and 2 minority members each of the Senate and House Interior Committees and 7 citizens appointed by the President of the United States.

Section 4 authorizes the Commission to establish headquarters in the District of Columbia, to employ necessary personnel, and to call on the Secretaries of executive departments and heads of independent agencies with direct interest and responsibility for any phase of outdoor recreation to appoint liaison officers from each such agency.

Section 5 establishes an advisory council including the liaison officers from Federal agencies appointed by the heads of departments, plus 25 representatives of State and municipal agencies, commercial interests, and private organizations working in the field of outdoor recreation. The section defines the Advisory Council's functions and provides for its meetings.

Section 6 outlines the duties of the Commission and requires a final report by December 31, 1959, the Commission to go out of existence within the subsequent year. The report is to include data on outdoor recreation requirements indicated for 1976 and the year 2000, together with the recommendations of the Commission on meeting them. It authorizes the Commission to hold public hearings and arrange with Federal, State, and other public and private agencies to conduct studies and surveys for it at Commission expense.

Section 7 directs the Commission to recognize the responsibility of government at all levels for outdoor recreation resources, to recognize that lands, forests, water areas, rangelands, wetlands, wildlife and other resources serving economic purposes also have varying degrees of recreational value and that sound planning of resource utilization must include coordination and integration of all such multiple uses.

Section 8 authorizes necessary appropriations for the Commission which shall remain available until expended.

Section 9 designates the act as the "Outdoor Recreation Resources Review Act."

WIDE SUPPORT FOR BILL

Hearings on S. 846 were held May 15 by the Interior and Insular Affairs Committee and it was given vigorous bipartisan support by Members of the Senate, individuals, and many conservation organizations.

The Departments of Interior and Agriculture approved the bill, with suggested amendments. The Bureau of the Budget made no objection.

Only 1 witness and 1 communication questioned the wisdom of the bill, in both instances on grounds that it was not needed because of provisions of the act of June 23, 1936, authorizing the Secretary of the Interior—

to make a comprehensive study of the public park, parkway, and recreational area facilities of the United States, and of the several States and subdivisions thereof, and of the lands throughout the United States which are or may be chiefly valuable as such areas.

The 1936 act specifically exempts lands under the jurisdiction of the Department of Agriculture. It does not provide for the comprehensive inventory, projections, planning, and recommendations for the future envisioned in S. 846. The statement of Mr. Conrad Wirth, Chief of the National Park Service, for the Department of the Interior, expressed "complete sympathy" with the comprehensive survey approach being considered by this committee. Edward C. Crafts, Assistant Chief of the Forest Service in the Department of Agriculture, who advised the committee of his Service's Operation Outdoors and studies of increased recreational use of the forests, testified:

However, Operation Outdoors and similar studies would not in the judgment of the Department take the place of the overall inventory, long-range projected needs, and recommendations that would be prepared by the Outdoor Recreation Resources Review Commission.

The need for a comprehensive national outdoor recreation policy and plan has been recognized for many years.

The act of June 23, 1936, the Interior Department's recreation study of 1941, and the Water Resources Policy Commission report of December 1950, quoted in our hearings, have, among other documents or acts, pointed up the need for definitive policies and plans.

The record indicates that 16 agencies in the Federal Government deal with recreation, and that numerous studies have been and are being made of segments of the problem, including reports covering seashores, lakeshores, river basins, national park use and needs, Federal forest use and need. But the need for a comprehensive study, which inventories the situation reflected partially by these segments and proposes adequate common policies, plans, and goals, is greatly needed.

Such a study can mean large economies to government in the future. Cost of purchasing a single valuable recreation site, now in Government ownership but subject to disposal without regard to recreation

values, might easily be several times the cost of an inventory today which would lead to retention of the property by the Government.

The National Park Service reports an instance in which it was offered a 30-mile stretch of seashore recommended for recreation and wildlife protection in 1935 for \$260,000 or about \$9,000 per mile. Since then, most of the stretch has been subdivided and the remainder is priced at \$110,000 per mile, an increase in the price of 1,100 percent in 20 years.

A National Outdoor Recreation Resources Review Commission can provide foresight on the problem needed in the interest both of citizen welfare and economy.

The reports of the Department of the Interior, the Department of Agriculture, and the Bureau of the Budget follow:

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington 25, D. C., May 13, 1957.

HON. JAMES E. MURRAY,
*Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington 25, D. C.*

DEAR SENATOR MURRAY: Your committee has requested a report on S. 846, for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

We favor the enactment of this proposed legislation.

This proposed legislation would establish a commission for the purpose of preserving and developing for the American people of present and future generations such quality and quantity of outdoor recreation resources as will be necessary and desirable for individual enjoyment, and to assure the spiritual, cultural, and physical benefits that such outdoor recreation provides. The Commission would consist of 15 members, as provided by section 3 of the bill.

An advisory council would be established also, consisting of liaison officers representing individual Federal agencies having a direct interest and responsibility in outdoor recreation, as well as 25 additional members from various major geographical areas and citizen interest groups. The functions of the Advisory Council would be to advise and counsel the Commission in the development of ways, means, and procedures whereby maximum cooperation may be obtained from all criteria for evaluating outdoor recreation resources data assembled, and otherwise to advise and assist the Commission in carrying out the purposes of the act.

The functions and responsibilities of the Commission are set forth in section 6 of the bill. Subsection (a) of section 6 would require the Commission to proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly and through Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups, and others.

Subsection (b) of section 6, in our opinion, contains provisions that, if carried out effectively, should prove to be of great public benefit in the future. This subsection would require the Commission to compile

the data prescribed by subsection (a) and, in the light of such data and of the information available concerning trends in population, leisure, transportation, and other factors, to determine the amount, kind, quality, and location of such outdoor recreation resources and opportunities as will be required by the year 1976 and the year 2000. The Commission would be required, pursuant to this subsection also, to recommend what policies should best be adopted and what programs should be initiated at each level of government, and by private organizations and other citizen groups and interests, in order to meet future requirements.

Subsection (c) of section 6 of the bill would require the Commission to present its report to the President and to the Congress not later than December 31, 1959. Such report would contain a compilation of data to be assembled by the Commission as well as the Commission's recommendations on a State-by-State, region-by-region, and national basis. This data and recommendations would be presented in such form as to make them of maximum value to the States and would include recommendations whereby the review may effectively be kept current in the future.

We believe this proposal is commendable in that it sets forth a definite objective with clear-cut responsibilities for the Commission to follow. Establishment of this Commission, as set forth in this proposed legislation, will complement and assist the efforts of this Department in the outdoor recreation field. As the Federal Department charged with the responsibility for administration of the national park system, as well as various other types of Federal reservations and properties that serve the general public for recreation purposes, we are very much interested in a review program of this type. As many of our public-spirited conservation organizations have expressed themselves, we should know clearly where we are going in this field of outdoor recreation as well as in the fields of business and industry. We believe the establishment of this Commission should promote that objective.

We believe the objectives of this proposal are particularly commendable with regard to those forms of public recreation that involve actual public use of recreation resources. In recent years, however, there has developed more and more an appreciation of the natural and scenic beauty, and the wilderness areas that are a part of our national heritage. We suggest, therefore, that recognition of this phase of outdoor recreation and appreciation be set forth with more emphasis in the bill. We suggest an amendment hereafter for this purpose.

This Department has been aware for some time of the need for a well-rounded survey of all of the Nation's outdoor recreation resources. Our National Park Mission 66 program reflects our concern regarding these matters. With the tremendous growth in our Nation's economy, population, and with increased leisure time available to our people, the need for this type of review is apparent. Such a review is necessary in order to obtain all of the essential facts needed to plan wisely for the future welfare and benefit of our citizens.

Such a survey is desirable to assure that important recreation areas and values are preserved, whether such areas and values are so-called wilderness areas or whether they are local park areas. A survey of this type, if it is to be of lasting value, in our opinion should be conducted objectively and without preconceived ideas regarding the

outcome thereof. We shall cooperate fully in this undertaking in the event that it is authorized by the Congress.

This Department is prepared to assist the proposed Commission in its study because of activities that we have undertaken through one of our agencies, the National Park Service. Pursuant to the act of June 23, 1936 (49 Stat. 1894), we have made studies, in cooperation with the States and other Federal agencies, of outdoor recreation areas and opportunities for the people of the United States. Under the authority contained in the act of 1936, we have rendered a considerable amount of advisory assistance to the various States at their request. We plan to continue our activities in this field pursuant to the act of 1936, and our Mission 66 program. We believe these activities will be of assistance to the independent Commission that would be authorized by this proposed legislation.

Similarly, we believe the final report of the Commission should assist this Department in carrying out its functions more efficiently and in providing for future needs of our people. In this connection, it should be noted that this Department has long been charged by statute with basic responsibility in the field of recreational management. Our responsibility for management of some 180 areas of the national park system is one important phase of our activity in this field. We administer also certain other areas, such as the national wildlife refuges, that are of much recreational significance. We administer also the recreational facilities at some 140 reservoirs. Certain of these reservoir facilities are operated by State and local interests in accordance with cooperative agreements and we find this procedure to be effective and in the public interest.

In the circumstances, we believe that clear-cut responsibilities in the recreation field are in the public interest and will be promoted by this proposed Commission. Unnecessary duplication or overlapping of such responsibilities, as between Federal agencies, should be avoided. This Department is prepared, through the National Park Service, to be of even greater public service in this field in the future than in the past.

Furthermore, we believe that the program to be recommended by the Commission could be fully implemented under existing authority by the National Park Service pursuant to the 1936 act which authorizes the National Park Service to prepare a plan or plans in cooperation with the States to meet recreation demands at both Federal and State levels. The National Park Service would be prepared to carry out the program this Commission would have the duty to recommend.

Based upon experience gained in several basinwide and regional recreation studies, we believe that a survey of the magnitude contemplated may require as long as 4 years in order to be prepared adequately and to be sufficiently detailed for effective future use. An important service that we believe could well be performed by the Commission and which we believe should be a prescribed duty of the Commission would be to make a review concerning the adequacy of fees and charges that are currently made in connection with outdoor recreation activities. In view of the demands that are currently being made for such public outdoor recreation facilities which will certainly increase in the future, it would be very desirable for the Commission to consider carefully the matter of means and methods of raising funds, charges to be provided, etc., in order that these

activities may be properly financed and carried forward in the public interest in the future.

For reasons heretofore stated, we suggest the following amendments to the bill:

(1) Page 7, lines 6 and 7, strike out "December 31, 1959" and insert in lieu thereof "4 years following the approval of this act".

(2) Add an additional subsection to Section 6, as follows:

"(f) the Commission shall make a survey and obtain data concerning fees and charges that are levied by Federal, State, and other agencies relating to the use of outdoor recreation areas and facilities. The report of the Commission shall contain information concerning the methods whereby the necessary finances may be provided for operation of outdoor recreation facilities as well as the recommendations of the Commission concerning future methods that should be adopted to carry forward effectively and to provide the facilities and services that are required in the administration of outdoor recreation facilities."

(3) Amend the title of the bill to read: "For the establishment of a National Outdoor Recreation Resources Review Commission to study the public use, appreciation, benefits, and need for outdoor recreation resources, and to make recommendations for the preservation or development of such resources including the preservation of wilderness values of the public and other land and water areas of the United States, and for other purposes."

The Bureau of the Budget has advised us that there is no objection to the submission of this report to your committee.

Sincerely yours,

HATFIELD CHILSON,
Acting Secretary of the Interior.

DEPARTMENT OF AGRICULTURE,
Washington 25, D. C., May 13, 1957.

HON. JAMES E. MURRAY

*Chairman, Committee on Interior and Insular Affairs,
United States Senate.*

DEAR SENATOR MURRAY: This is in response to your request of February 5, 1957, for a report on S. 846, a bill for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

This Department recommends that the bill be enacted if amended as suggested below.

This bill would (1) establish a bipartisan Outdoor Recreation Review Commission of 4 members each from Senate and House Interior Committees appointed by the President of the Senate and the Speaker of the House, respectively, and 7 citizens appointed by the President; (2) establish an advisory council to the Commission comprised of liaison officers to be appointed by Federal agencies directly dealing with outdoor recreation and 25 representatives appointed by the Commission representing the States and a variety of specified interest groups; (3) direct Commission to make a nationwide inventory of outdoor recreation resources and opportunities and to report its findings and recommendations to the President and the Congress by December 31, 1959; (4) authorize the Commission to grant funds to

cooperating States; (5) authorize appropriations in amounts necessary to carry out the act to be available until expended but not later than June 30, 1960.

We are in agreement with the objectives of the bill. A nationwide survey of the outdoor recreation resources of the country would provide the basis for better recreational planning and development on State, county, private, and Federal lands. No such inventory or overall appraisal has ever been made.

The Department believes that, except on Federal lands, the primary responsibility for overall recreational planning should rest with the States. The Department is fully in accord with the provisions of section 5 (a) that a variety of State departments and agencies would be represented on the Advisory Council to the Commission. We are also in accord with the authorization of section 6 (c) for the Commission to make direct grants of funds to the States to carry out those aspects of the review as may be best carried out under State direction.

There has been a steady and rapid increase in outdoor recreation use on State, county, private, and Federal lands during the past 10 years, and reliable indicators point to a continuation of this trend. On the national forests recreation use increased from 18 million visits in 1946 to 45½ million visits in 1955. Our estimates, based on the projected growth of population, gross national product, and other factors, indicate 66 million visits to the national forests by 1962 and 79 million by 1967. These estimates follow the same general trend as predictions of the National Park Service for future recreation use in the national parks.

The Commission would serve a useful correlating function between Federal agencies, the States, and local governments, and private organizations. If S. 846 were enacted, the Department of Agriculture would expect to carry out the inventory on the lands it administers and would cooperate fully with the Commission.

It is recommended that the bill be amended in the following respects:

1. The Commission should be authorized to make funds available to the participating Federal agencies to carry out their aspects of the review in the same manner as the bill proposes to authorize financial assistance to the States.

2. Since the Secretary of Interior and the Secretary of Agriculture are responsible for the administration of most Federal land devoted to recreational use, it is believed they should be included in the membership of the Commission. The Secretary of Health, Education, and Welfare should also be included in the membership of the Commission.

3. It is believed that the Senate Committee on Agriculture and Forestry and the House Committee on Agriculture should be represented on the Commission.

The above recommendations may be accomplished by the following amendments:

Page 8, line 2, add the following sentence: "The Commission is also authorized to reimburse Federal agencies, for the expenses of liaison officers appointed under section 4 (c) and other cooperation."

Page 3, change lines 7 to 14 to read as follows:

"SEC. 3. (a) The Commission hereby authorized and created shall consist of eighteen members appointed as follows:

"(1) One majority and one minority member of the Senate Committee on Interior and Insular Affairs and one majority and one

minority member of the Senate Committee on Agriculture and Forestry, to be appointed by the President of the Senate;

"(2) One majority and one minority member of the House Committee on Interior and Insular Affairs, and one majority and one minority member of the House Committee on Agriculture, to be appointed by the Speaker of the House; and

"(3) The Secretary of the Interior, the Secretary of Agriculture, and the Secretary of Health, Education and Welfare."

Page 3, line 15, change "(3)" to "(4)".

There appears to be a typographical omission on page 5, line 19. Between the words "all" and "criteria" the following phrase appears to have been omitted: "agencies and groups whose assistance in accomplishing the purpose of the Act will be required; in arriving at sound methods and". Such a phrase appears in H. R. 3594 and other comparable House bills.

The Bureau of the Budget advises that there is no objection to the submission of this report.

Sincerely yours,

E. T. BENSON, *Secretary.*

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D. C., May 29, 1957.

HON. JAMES E. MURRAY,
*Chairman, Committee on Interior and Insular Affairs,
United States Senate, Washington, D. C.*

MY DEAR MR. CHAIRMAN: This is in reply to your request for the views of the Bureau of the Budget with respect to S. 846, a bill for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

S. 846 would establish a Commission concerned with the broad problem of outdoor recreation resources for future needs of the American people. The Commission would set in motion a nationwide inventory of outdoor recreation resources and would determine the recreation opportunities that would be needed by the year 1976 and also by the year 2000, together with recommendations as to policies and programs for each level of government and for private organizations needed to meet those future requirements. Data would be presented on a State and on an area basis as well as national totals. The report would have to be completed by December 31, 1959, and the report presented to the President and to the Congress.

The act of June 23, 1936, authorizes the Department of the Interior to make a comprehensive study to provide data helpful in developing a plan for coordinated and adequate public park, parkway, and recreational area facilities for the people of the United States. Prior to World War II the Department carried on studies under this authority. A report, *Park and Recreational Problems in the United States*, was published in 1941. In Mission 66 for the National Park Service the Department of the Interior has outlined a comprehensive study under the title "National Recreation Survey," the completion of which has been estimated for 1961. Continuing review is contemplated

thereafter with periodic revisions in the survey. In order to carry forward that study the 1958 budget includes funds for additional personnel for the National Park Service.

We believe that your committee will wish to consider whether it is necessary or desirable to create an agency to perform functions that the National Park Service plans to carry out under existing authority and for which funds have been included in the 1958 budget.

There are set forth below several detailed or technical comments with respect to S. 846 which are offered for the consideration of the committee in the event that the bill is favorably considered. In addition, the Departments of the Interior and of Agriculture, in reports being submitted, offer amendments for consideration.

1. Section 4c states that the Commission shall request each Federal agency with a direct interest “* * * to appoint * * * a liaison officer * * *.” It is presumed that the word “agency” is intended to apply to executive departments where appropriate and to any independent agency, and is not intended to refer to constituent bureaus of any executive department with such interest in outdoor recreation. To prevent possible misinterpretation we suggest insertion of the words “executive department or” after the word “Federal” on line 22, page 4.

2. The meaning of section 5b is to some extent not clear. It appears that in the printing of the bill some language may have been deleted.

3. Section 6c provides that the Commission shall prepare interim or progress reports on request of the President or the Congress. It is suggested that this provision be rephrased to vest in the Commission itself the judgment as to submission of interim and progress reports.

4. Section 8 provides that appropriations for carrying out provisions of the act shall be available until expended but not later than June 30, 1960. We see no special reason why the Commission should not be subject to the normal practice of annual appropriations for carrying out its work, and therefore recommend deletion of the provision for availability of funds until expended.

5. It is believed that the language of section 8 limiting the availability for expenditure of any appropriation authorized to “not later than June 30, 1960” would serve to terminate the Commission’s activities by that date. It is suggested that a more specific expression be included in the bill providing for the definite date by which the Commission would cease to exist.

Sincerely yours,

ROBERT E. MERRIAM,
Assistant Director.



85TH CONGRESS
1ST SESSION

S. 846

[Report No. 471]

IN THE SENATE OF THE UNITED STATES

JANUARY 25, 1957

Mr. ANDERSON (for himself, Mr. MURRAY, Mr. WATKINS, Mr. CARROLL, Mr. BARRETT, Mr. KUCHEL, Mr. ALLOTT, and Mr. NEUBERGER) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

JUNE 19, 1957

Reported by Mr. MURRAY, with amendments

[Omit the part struck through and insert the part printed in italic]

A BILL

For the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

- 1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in order to ~~preserve and develop for the~~ *preserve, de-*
4 *velop, and assure accessibility to all* American people of
5 present and future generations such quality and quantity
6 of outdoor recreation resources as will be necessary and
7 desirable for individual enjoyment, and to assure the spir-
8 itual, cultural, and physical benefits that such outdoor rec-
9 reation provides; in order to inventory and evaluate the

1 outdoor recreation resources and opportunities of the Nation,
2 to determine the types and location of such resources and
3 opportunities which will be required by present and future
4 generations; and in order to make comprehensive informa-
5 tion and recommendations leading to these goals available to
6 the President, the Congress, and the individual States and
7 Territories, there is hereby authorized and created a biparti-
8 san Outdoor Recreation Resources Review Commission.

9 SEC. 2. For the purposes of this Act—

10 (1) “Commission” shall mean the Outdoor Recreation
11 Resources Review Commission;

12 (2) “Outdoor recreation resources” shall mean the land
13 and water areas and the products of such areas of the United
14 States, its Territories and possessions which provide oppor-
15 tunities for outdoor recreation, including but not limited to
16 such pursuits as hunting, fishing, camping, hiking, skiing,
17 mountain-climbing, pack-tripping, nature photography,
18 scenic appreciation, boating, canoeing and other water ac-
19 tivities, wherever carried out or potentially carried out, in-
20 cluding but not limited to such areas as the national forests,
21 the public domain, Indian reservations, wild, wilderness
22 and primitive areas; national parks and monuments; wildlife
23 refuge, habitat and management areas both Federal and
24 States; scenic areas, the marsh and wetlands, coastal beaches,
25 reservoir and such other land and water areas, irrespective

1 of ownership, which presently provide or may in the future
2 provide outdoor recreation opportunities.

3 (3) "Outdoor recreation resources" shall not mean nor
4 include recreation facilities, programs, and opportunities
5 usually associated with urban development such as play-
6 grounds, stadia, golf courses, city parks, and zoos.

7 SEC. 3. (a) The Commission hereby authorized and
8 created shall consist of fifteen members appointed as follows:

9 (1) Two majority and two minority members of
10 the Senate Committee on Interior and Insular Affairs,
11 to be appointed by the President of the Senate;

12 (2) Two majority and two minority members of
13 the House Committee on Interior and Insular Affairs
14 to be appointed by the Speaker of the House; and

15 (3) Seven citizens, known to be informed about and
16 concerned with the preservation and development of out-
17 door recreation resources and opportunities, and experi-
18 enced in resource conservation planning for multiple
19 resources uses, who shall be appointed by the President,
20 and one of whom shall be designated as chairman by the
21 President.

22 Vacancies occurring on the Commission shall not affect the
23 authority of the remaining members of the Commission to
24 carry out the functions of the Commission, and shall be filled
25 in the same manner as the original positions.

1 (b) The Commission members shall serve without com-
2 pensation, except that each member shall be entitled to re-
3 imbursement for actual travel and subsistence expense in-
4 curred in the services of the Commission and each mem-
5 ber appointed by the President shall be entitled to a per
6 diem allowance not to exceed \$50 per day when actually
7 engaged in Commission business.

8 (c) The Commission shall convene as soon as practi-
9 cable following appointment of its members, to implement
10 the purposes and objectives of this Act.

11 SEC. 4. (a) The Commission is authorized, without re-
12 gard to the civil-service laws and regulations, to appoint and
13 fix the compensation of an executive secretary and such addi-
14 tional personnel as may be necessary to enable it to carry
15 out its functions, except that any Federal employees subject
16 to the civil service laws and regulations who may be as-
17 signed to the Commission shall retain civil service status
18 without interruption or loss of status or privilege.

19 (b) The Commission shall establish headquarters in
20 the District of Columbia and shall make such other arrange-
21 ments as are necessary to carry out the purposes of this Act.

22 (c) The Commission shall request ~~each Federal agency~~
23 *the Secretary of each Federal Department or head of any*
24 *independent agency which includes an agency or agencies*

1 with a direct interest and responsibility in any phase of
2 outdoor recreation to appoint, and *he shall appoint for* each
3 such agency ~~shall appoint~~, a liaison officer who shall work
4 closely with the Commission and its staff.

5 SEC. 5. (a) There is hereby established an advisory
6 council which shall consist of the liaison officers appointed
7 under section 4 (c), together with twenty-five additional
8 members appointed by the Commission who shall be repre-
9 sentative of the various major geographical areas and citizen
10 interest groups including the following: State game and fish
11 departments, State park departments, State forestry de-
12 partments, private organizations working in the field of
13 outdoor recreation resources and opportunities, landowners,
14 State water pollution control agencies, State water develop-
15 ment agencies, private forestry interests, commercial fishing
16 interests, commercial outdoor recreation interests, industry,
17 education, labor, public utilities, and municipal governments.

18 (b) The functions of the advisory council shall be to
19 advise and counsel the Commission in the development of
20 ways, means, and procedures whereby maximum coopera-
21 tion may be obtained from all *agencies and groups whose*
22 *assistance in accomplishing the purposes of this Act will be*
23 *required in arriving at sound methods and criteria for eval-*

uating outdoor recreation resources data assembled and otherwise to advise and assist the Commission in carrying out the purposes of the Act.

(c) Members of the advisory council, except those employed by the Federal Government and assigned to the Commission as liaison officers, shall serve without compensation except that each shall be entitled to reimbursement for actual travel and subsistence expenses incurred in attending meetings of the advisory council called by the Chairman of the Commission, or incurred in carrying out duties assigned by the Chairman of the Commission.

(d) The Chairman of the Commission shall call an initial organization meeting of the advisory council, a meeting of such council each six months thereafter, and a final meeting of such council prior to transmitting the final report to the President and the Congress.

SEC. 6. (a) The Commission shall proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly and through the Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups, and others.

(b) The Commission shall compile such data and in

1 the light of the data so compiled and of information available
2 concerning trends in population, leisure, transportation, and
3 other factors shall determine the amount, kind, quality, and
4 location of such outdoor recreation resources and opportuni-
5 ties as will be required by the year 1976 and the year 2000,
6 and shall recommend what policies should best be adopted
7 and what programs be initiated, at each level of government
8 and by private organizations and other citizen groups and
9 interests, to meet such future requirements.

10 (c) The Commission shall present not later than De-
11 cember 31, 1959, a report of its review, a compilation of
12 its data, and its recommendations on a State by State, region
13 by region, and national basis to the President and to the
14 Congress, *and shall cease to exist not later than one year*
15 *thereafter*. Such report, compilation, and recommendations
16 shall be presented in such form as to make them of maximum
17 value to the States and shall include recommendations as
18 to means whereby the review may effectively be kept cur-
19 rent in the future. The Commission, *on its own initiative or*
20 *on request of the President or the Congress*, shall prepare
21 interim or progress reports on particular phases of its review.

22 (d) The Commission is authorized to conduct public
23 hearings and otherwise to secure data and expressions of
24 opinion.

25 (e) The Commission is authorized to make direct grants

1 to the States, *and to transfer necessary funds to Federal*
2 *agencies*, from sums appropriated pursuant to section 8,
3 to carry out such aspects of the review as the Commission
4 may determine can best be carried out by the States, *or*
5 *Federal agencies*, under such arrangements and agreements
6 as are determined by the Commission; and may enter into
7 contracts or agreements for studies and surveys with public
8 or private agencies and organizations.

9 SEC. 7. The Commission, in its inquiries, findings, and
10 recommendations, shall recognize that present and future
11 solutions to problems of outdoor recreation resources and
12 opportunities are responsibilities at all levels of government,
13 from local to Federal, and of individuals and private organi-
14 zations as well. The Commission shall recognize that lands,
15 waters, forest, rangelands, wetlands, wildlife and such other
16 natural resources that serve economic purposes also serve
17 to varying degrees and for varying uses outdoor recreation
18 purposes, and that sound planning of resource utilization for
19 the full future welfare of the Nation must include coordina-
20 tion and integration of all such multiple uses.

21 SEC. 8. There are hereby authorized to be appropriated
22 such sums as are necessary to carry out the purposes of this

1 Act, which sums shall be available to the Commission until
2 expended but not later than June 30, 1960.

3 SEC. 9. This Act may be cited as "the Outdoor Recrea-
4 tion Resources Review Act".

85TH CONGRESS
1ST SESSION
S. 846

[Report No. 471]

A BILL

For the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

By Mr. ANDERSON, Mr. MURRAY, Mr. WATKINS,
Mr. CARROLL, Mr. BARRETT, Mr. KUCHEL,
Mr. ALLOTY, and Mr. NEUBERGER

JANUARY 25, 1957
Read twice and referred to the Committee on Interior
and Insular Affairs
JUNE 19, 1957
Reported with amendments

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

Issued June 27, 1957
For actions of June 26, 1957
85th-1st, No. 111

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HIGHLIGHTS: (See Page 6).

HOUSE

1. APPROPRIATIONS. Conferees were appointed on H.R. 5189, the Interior appropriation bill for 1958, which includes Forest Service items. Senate conferees were appointed June 24.
Agreed to the conference report on H.R. 6287, the Labor-HEW appropriation bill for 1958. pp. 9328-33
Received conference report on H.R. 6070, the independent offices appropriation bill for 1958 (H. Rept. 648). pp. 9322-24, 9355
2. PEANUTS. The Agriculture Committee reported with amendment H.R. 6764, to amend the act of June 24, 1936, so as to delete the requirement for reports from persons owning or operating peanut picking or threshing machines (H. Rept. 646). p. 9355
3. ADVISORY COMMITTEES. The Rules Committee reported a resolution for consideration of H.R. 7390, to amend the Administrative Expense Act of 1946 so as to establish standards for certain advisory committees. pp. 9333, 9355
4. LANDS; RECLAMATION. The Interior and Insular Affairs Committee ordered reported with amendment H.R. 2147, to provide for the construction by Interior of the San Angelo reclamation project, Tex., H.R. 6940, to authorize Interior to reimburse owners of lands acquired under the Federal reclamation laws for their moving expenses, and H.R. 8054, to provide for the leasing of oil and gas deposits in lands beneath inland navigable waters in Alaska. p. D582

5. FISCAL POLICY. The Joint Economic Committee issued a report on fiscal policy implications of the economic outlook and budget developments (H. Rept. 647). p. 9355
6. EXPERIMENT STATIONS. Received from this Department the ~~annual report on the~~ State agricultural experiment stations. p. 9355
7. MONETARY PROBLEMS. Both Houses received a report on the activities of the National Advisory Council on International Monetary and Financial Problems (H. Doc. 200). pp. 9219, 9355
8. COOPERATIVES. Rep. Becker inserted a newspaper editorial favoring Federal income taxation on cooperative corporations in the same manner as other business corporations. p. 9328
9. TRANSPORTATION. Passed with amendment H.R. 5728, to modify the general corporate powers and utilization of funds, and increase the borrowing authority of the St. Lawrence Seaway Development Corporation. pp. 9334-49
10. FOREIGN TRADE. Rep. Lanham criticized the foreign trade policies of the State Department. pp. 9352-53

SENATE

11. PEANUTS. Passed without amendment S. 609, to repeal the requirement for certain reports from operators of peanut picking or threshing machines. pp. 9266-7
12. TOBACCO. Passed without amendment H.R. 7259, establishing type 21 Virginia fire cured tobacco as a separate kind of tobacco for marketing quota purposes and limiting its price support level to an amount not in excess of the higher of (a) the 1957 level or (b) 90% of parity. This bill will now be sent to the President. p. 9267
13. RECREATION. Passed as reported S. 846, to establish a National Outdoor Recreation Resources Review Commission of 15 members, including 8 from Congress and 7 from private life, to develop a national policy for outdoor recreation and encourage recreational uses of national resources. pp. 9270-2
14. DISASTER RELIEF. Sen. Humphrey urged disaster aid for flood-stricken areas in Minn., and inserted his letter to the Secretary, a news article, and a petition on the flood problem. pp. 9253-7
15. RESEARCH. Sen. Capehart urged more extended agricultural research and inserted two articles on the uses for farm-products. pp. 9262-4
16. LIVESTOCK. The proposed amendments to S. 1356, to transfer the jurisdiction over unfair trade practices in the meatpacking industry to the FTC, offered by the American Meat Institute, were criticized by Sen. Watkins on the grounds that the Department of Agriculture never issued a cease and desist order to any packer. pp. 9309-11
17. PRICE SUPPORTS. Received from the Secretary a proposed bill to authorize CCC to acquire title to unredeemed loan collateral without obligation to make equity payments; to Agriculture and Forestry Committee.

the District of Columbia by the Corporation Counsel or any of his assistants.

After line 9, to insert:

(c) The Corporation Counsel of the District of Columbia or any of his assistants is hereby empowered to maintain an action or actions in the United States District Court for the District of Columbia in the name of the District of Columbia to enjoin any person from soliciting in violation of this act or in violation of any regulation made pursuant to this act.

After line 16, to insert:

SEC. 14. Where any provision of this act refers to an office or agency abolished by Reorganization Plan No. 5 of 1952 (66 Stat. 924), such reference shall be deemed to be the office, agency, or officer now or hereafter exercising the functions of the office or agency so abolished. Nothing contained in this act shall be construed as a limitation on the authority vested in the Commissioners by Reorganization Plan No. 5 of 1952.

At the beginning of line 25, to change the section number from "13" to "15"; on page 13, at the beginning of line 5, to change the section number from "14" to "16"; at the beginning of line 7, to change the section number from "15" to "17", and in the same line, after the word "and", to strike out "14" and insert "16."

The amendments were agreed to.

The amendments were ordered to be engrossed and the bill to be read a third time.

The bill was read the third time, and passed.

ENFORCEMENT OF DUTIES OF SUPPORT IN THE DISTRICT OF COLUMBIA

The bill (S. 2032) to improve and extend, through reciprocal legislation, the enforcement of duties of support in the District of Columbia was announced as next in order.

The PRESIDING OFFICER laid before the Senate the bill (H. R. 7249) to improve and extend, through reciprocal legislation, the enforcement of duties of support in the District of Columbia, which was read twice by its title.

The PRESIDING OFFICER. House bill 7249 is identical with Senate bill 2032. Is there objection to the present consideration of the House bill?

There being no objection, the Senate proceeded to the consideration of the bill (H. R. 7249) to improve and extend, through reciprocal legislation, the enforcement of duties of support in the District of Columbia.

The PRESIDING OFFICER. If there be no amendment to be proposed, the question is on the third reading of the bill.

The bill (H. R. 7249) was ordered to a third reading, read the third time, and passed.

The PRESIDING OFFICER. Without objection, Senate bill 2032 is indefinitely postponed.

STOCKPILE OF EXTRA LONG STAPLE COTTON—BILL PASSED OVER

The joint resolution (H. J. Res. 172) relating to the stockpile of extra long staple cotton under the Strategic and Critical Materials Stockpiling Act, was announced as next in order.

Mr. PURTELL. Mr. President, in the opinion of the calendar committee, this is not proper consent calendar business, and I ask that the bill go over.

Mr. MANSFIELD. Mr. President, will the Senator withhold his objection?

Mr. PURTELL. I withhold my objection.

Mr. MANSFIELD. Is it the contention of the Senator from Connecticut that the joint resolution ought to be called up later, and not discussed on a call of the calendar?

Mr. PURTELL. I have no objection to its being called up, and will not object to doing so, but there is about \$10 million involved, and I do not feel it is proper calendar business.

The PRESIDING OFFICER. The bill will be passed over.

BILLS PASSED OVER

The bill (H. R. 4602) to encourage new residential construction for veterans' housing in rural areas by raising the maximum amount in which direct loans may be made, and for other purposes, was announced as next in order.

Mr. TALMADGE. Over.

The PRESIDING OFFICER. The bill will be passed over.

The bill (S. 1459) to amend section 208 (c) of the Interstate Commerce Act, as amended, was announced as next in order.

Mr. TALMADGE. Over.

The PRESIDING OFFICER. The bill will be passed over.

LEASE OF UNASSIGNED LANDS ON THE COLORADO RIVER INDIAN RESERVATION

The bill (S. 2161) to amend the act of August 14, 1955 (69 Stat. 725), was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted, etc., That the act of August 14, 1955 (69 Stat. 725), is amended by deleting the words "2 years" wherever they appear and by inserting in lieu thereof "4 years."

Mr. GOLDWATER. Mr. President, I ask unanimous consent that a statement I have prepared in connection with the passage of S. 2161 be printed in the RECORD at this point.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT BY SENATOR GOLDWATER CONCERNING PRESENT AND PROPOSED CONSTRUCTION ON THE COLORADO RIVER INDIAN IRRIGATION PROJECT

The Colorado River Indian irrigation project is located about 100 miles north of Yuma on the Arizona side of the Colorado River. The average project elevation is 325 mean sea level. The climate is arid, averaging only 5 inches of precipitation a year. Temperatures range from 122° maximum to 16° minimum. The ultimate project area consists of approximately 100,000 acres of fertile river bottom lands which are extremely productive when provided with an adequate water supply.

The project was authorized by the act of March 2, 1867 (14 Stat. 514), by an appropriation of \$50,000, a portion of which was for the purpose of constructing a canal to irrigate the reservation. Work was started in 1867 on the construction of a canal and

a headgate near the present Indian agency. In 1871 the canal was extended some 2 miles up the river to a heading at the site of the present diversion dam. Floods in the Colorado River made it difficult to maintain the canal although it was used from time to time until 1898 when a steam-driven centrifugal pump was installed near the head of the irrigable area and the upper portion of the canal and headworks were abandoned. The original pumping plant was renewed and enlarged in 1929 to provide capacity to irrigate some 6,000 acres.

The pumping plant was considered as a temporary measure pending development of additional land on the reservation. The construction of Headgate Rock diversion dam across the Colorado River was authorized by section 2 of the River and Harbor Act of August 30, 1935 (49 Stat. 1039). The dam, a reinforced concrete structure, appurtenant works and a section of the main canal were completed under contract in 1942 at an estimated cost of approximately \$4,580,000. The main canal and distribution system was designed and is being constructed with sufficient capacity to irrigate 100,000 acres each year with a diversion duty of 6 acre-feet per acre.

With the completion of Headgate Rock diversion dam and the first section of main canal, it was possible to discontinue operation of the pumping plant in favor of a gravity system. The main canal and several of the laterals were immediately extended to the south to provide service to the Poston war relocation camps located some 15 miles south of the Indian agency.

In 1946 a large scale program of land preparation was initiated on the project in connection with the program to relocate other Indians of the Colorado River Basin on irrigated reservation farms. Since that time approximately 24,000 acres of new lands have been cleared and subjugated and irrigation facilities have been extended to serve the area. The present project works include the Diversion Dam; 19½ miles of main canal with 13 reinforced concrete structures; 287 miles of laterals including 2,770 concrete control structures; 124 miles of drains; 7 miles of levees; and 5 wells and electric-pumping plants used for both drainage and irrigation. An area of 37,000 acres is now provided with irrigation facilities.

The purchase and sale of power was authorized by the act of June 18, 1940 (54 Stat. 422), the Indian reservation having been given a preferential right to the purchase of power from the generating plant of the Bureau of Reclamation at Parker Dam. All power is purchased from the Parker Dam plant and none is generated on the Colorado River project. The system consists of 70 miles of 34.5 kilovolt transmission line and distribution systems to serve some 425 customers on both the Arizona and California sides of the river on and in the vicinity of the Indian reservation.

Total construction costs as of May 31, 1957, for the irrigation and power facilities are \$18,114,000.

In order to subjugate the lands and complete the balance of 65,000 acres of the project, a large amount of construction work remains to be done. This work is estimated to cost a total of \$20,489,460 at 1956 price levels.

The details are as follows:

Diversion dam alteration.....	\$4,960
Main canal lining.....	660,000
Lateral system—230 miles.....	5,525,000
Drainage.....	1,619,000
Bridges, farm access.....	404,000
Flood control.....	180,500
Road grading and bridges.....	2,506,000
Land subjugation.....	12,850,000
Farm ditches.....	2,700,000
Total.....	26,489,460

The project area, when fully developed, will provide farms for some 1,250 Indian families. The development of such an area for irrigated farming will accelerate the growth of Parker, Valley Center, and other towns in the area which should provide employment opportunities for both Indians and non-Indians.

REPEAL OF SECTION 1157 OF TITLE 18 OF THE UNITED STATES CODE, AS AMENDED

The bill (H. R. 3836) to repeal section 1157 of title 18 of the United States Code, as amended, was considered, ordered to a third reading, read the third time, and passed.

EDUCATIONAL LEAVE OF EMPLOYEES OF THE BUREAU OF INDIAN AFFAIRS

The bill (H. R. 3837) to amend the act of August 24, 1912, as amended, with reference to educational leave of employees of the Bureau of Indian Affairs was considered, ordered to a third reading, read the third time, and passed.

RECOUPMENT OF FUNDS EXPENDED IN COOPERATION WITH THE SCHOOL BOARD OF KLAMATH COUNTY, OREG.

The bill (S. 1894) to amend the law with respect to the recoupment of funds expended in cooperation with the school board of Klamath County, Oreg., because of the attendance of Indian children, and for other purposes, was announced as next in order.

The PRESIDING OFFICER. The Chair lays before the Senate a bill coming over from the House of Representatives, which is an identical bill.

The bill (H. R. 7050) to amend the law with respect to the recoupment of funds expended in cooperation with the school board of Klamath County, Oreg., because of the attendance of Indian children, and for other purposes; was read twice by its title.

Mr. NEUBERGER. Mr. President, S. 1894 and H. R. 7050, which has been passed by the House, are identical bills. The purpose of the proposed legislation is to amend the Klamath Termination Act of the 83d Congress with respect to the recoupment of funds expended in cooperation with the school board of Klamath County, Oreg., because of the attendance of Indian schoolchildren.

Under section 24 of the Klamath Termination Act, the obligation of Klamath County would have been repealed following the final termination date. However, the Governor of Oregon has elected for the State to come under section 10 of Public Law 874, 81st Congress, beginning July 1, 1957. Therefore, unless the recoupment obligation is repealed, the county will continue to be subject to the recoupment provisions, but will not be eligible for Johnson-O'Malley contract funds with which to make payments.

The enactment of this legislation will place Klamath County in the same position as other school district whose obligations have been canceled under stat-

utes enacted in the 84th and prior Congresses. The bill is fair and justified, and I ask that the bill be considered.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill.

The PRESIDING OFFICER. The question is on the third reading of the bill.

The bill (H. R. 7050) was ordered to a third reading, read the third time, and passed.

The PRESIDING OFFICER. Without objection, Senate bill 1894 is indefinitely postponed.

TRANSFER OF COYOTE VALLEY INDIAN RANCHERIA

The bill (H. R. 6692) to authorize the transfer of the Coyote Valley Indian Rancheria to the Secretary of the Army, and for other purposes, was considered, ordered to a third reading, read the third time, and passed.

ESTABLISHMENT OF NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

The bill (S. 846) for the establishment of a National Outdoor Recreation Resources Review Commission to study the public lands and other land and water areas of the United States, and for other purposes, was announced as next in order.

Mr. PURTELL. Over, by request.

Mr. ANDERSON. Mr. President, I wonder if my friend from Connecticut will withhold his objection.

Mr. PURTELL. I am very happy to do so.

Mr. ANDERSON. I recognize that it is entirely proper to object to a bill of this nature on the call of the calendar, but I wish to make a brief statement.

Nearly all the wildlife and conservation organizations with which I am acquainted have been working steadily on this matter for some years. The chairman of the Interior and Insular Affairs Committee, the Senator from Montana [Mr. MURRAY], the Senator from Colorado [Mr. CARROLL], the Senator from Oregon [Mr. NEUBERGER], and I, from the Democratic side, have joined in sponsoring the bill, along with the Senator from Utah [Mr. WATKINS], the Senator from Wyoming [Mr. BARRETT], the Senator from California [Mr. KUCHEL], the Senator from Colorado [Mr. ALLOTT], and the Senator from Arizona [Mr. GOLDWATER], from the Republican side. There is nothing political about this measure.

As the number of people who visit our national parks increases, there is involved a very definite problem of properly accommodating them, for example, Yellowstone Park, which belong to all the people of the country, and not merely to rich people. Priorities are needed in order to get inside the park. The number of people visiting the western lands and parks of America is increasing tremendously. It would be the sheerest kind of folly to fail to pass the bill which

provides only for a survey to determine what is needed in order to accommodate persons who will visit our parks in increasing numbers.

Mr. PURTELL. Mr. President, I had objected by request. The Senator who objected now tells me that he is withdrawing his objection. I therefore have no objection to the bill.

The PRESIDING OFFICER. Is there objection to the consideration of the bill?

There being no objection, the Senate proceeded to consider the bill (S. 846) for the establishment of a National Outdoor Recreation Resources Review Commission to study the public lands and other land and water areas of the United States, and for other purposes, which had been reported from the Committee on Interior and Insular Affairs with amendments on page 1, line 3, after the word "to", to strike out "preserve and develop for the" and insert "preserve, develop, and assure accessibility to all"; on page 4, line 22, after the word "request", to strike out "each Federal agency" and insert "the Secretary of each Federal Department or head of any independent agency which includes an agency or agencies"; on page 5, line 2, after the word "and", to insert "he shall appoint for"; in line 3, after the word "agency", to strike out "shall appoint,"; in line 21, after the word "all", to insert "agencies and groups whose assistance in accomplishing the purposes of this act will be required in arriving at sound methods and"; on page 7, line 14, after the word "Congress", to insert "and shall cease to exist not later than one year thereafter"; in line 19, after the word "Commission", to insert "on its own initiative or"; on page 8, line 1, after the word "States", to insert "and to transfer necessary funds to Federal agencies"; in line 4, after the word "States", to insert "or Federal agencies", and on page 9, line 2, after the word "expended", to strike out "but not later than June 30, 1960"; so as to make the bill read:

Be it enacted, etc., That in order to preserve, develop, and assure accessibility to all American people of present and future generations such quality and quantity of outdoor recreation resources as will be necessary and desirable for individual enjoyment, and to assure the spiritual, cultural, and physical benefits that such outdoor recreation provides; in order to inventory and evaluate the outdoor recreation resources and opportunities of the Nation, to determine the types and location of such resources and opportunities which will be required by present and future generations; and in order to make comprehensive information and recommendations leading to these goals available to the President, the Congress, and the individual States and Territories, there is hereby authorized and created a bipartisan Outdoor Recreation Resources Review Commission.

SEC. 2. For the purposes of this act—

(1) "Commission" shall mean the Outdoor Recreation Resources Review Commission;

(2) "Outdoor recreation resources" shall mean the land and water areas and the products of such areas of the United States, its Territories and possessions which provide opportunities for outdoor recreation, including but not limited to such pursuits as

hunting, fishing, camping, hiking, skiing, mountain climbing, pack tripping, nature photography, scenic appreciation, boating, canoeing and other water activities, wherever carried out or potentially carried out, including but not limited to such areas as the national forests, the public domain, Indian reservations, wild, wilderness and primitive areas; national parks and monuments; wildlife refuge, habitat, and management areas both Federal and States; scenic areas, the marsh and wetlands, coastal beaches, reservoir and such other land and water areas, irrespective of ownership, which presently provide or may in the future provide outdoor recreation opportunities.

(3) "Outdoor recreation resources" shall not mean nor include recreation facilities, programs, and opportunities usually associated with urban development such as playgrounds, stadiums, golf courses, city parks, and zoos.

SEC. (3) (a) The Commission hereby authorized and created shall consist of 15 members appointed as follows:

(1) Two majority and two minority members of the Senate Committee on Interior and Insular Affairs, to be appointed by the President of the Senate;

(2) Two majority and two minority members of the House Committee on Interior and Insular Affairs to be appointed by the Speaker of the House; and

(3) Seven citizens, known to be informed about and concerned with the preservation and development of outdoor recreation resources and opportunities, and experienced in resource conservation planning for multiple resources uses, who shall be appointed by the President, and one of whom shall be designated as Chairman by the President.

Vacancies occurring on the Commission shall not affect the authority of the remaining members of the Commission to carry out the functions of the Commission, and shall be filled in the same manner as the original positions.

(b) The Commission members shall serve without compensation, except that each member shall be entitled to reimbursement for actual travel and subsistence expense incurred in the services of the Commission and each member appointed by the President shall be entitled to a per diem allowance not to exceed \$50 per day when actually engaged in Commission business.

(c) The Commission shall convene as soon as practicable following appointment of its members, to implement the purposes and objectives of this act.

SEC. 4. (a) The Commission is authorized, without regard to the civil-service laws and regulations, to appoint and fix the compensation of an executive secretary and such additional personnel as may be necessary to enable it to carry out its functions, except that any Federal employees subject to the civil-service laws and regulations who may be assigned to the Commission shall retain civil-service status without interruption or loss of status or privilege.

(b) The Commission shall establish headquarters in the District of Columbia and shall make such other arrangements as are necessary to carry out the purposes of this act.

(c) The Commission shall request the secretary of each Federal department or head of any independent agency which includes an agency or agencies with a direct interest and responsibility in any phase of outdoor recreation to appoint, and he shall appoint for each such agency a liaison officer who shall work closely with the Commission and its staff.

SEC. 5. (a) There is hereby established an advisory council which shall consist of the liaison officers appointed under section 4 (c), together with 25 additional members appointed by the Commission who shall be representative of the various major geographical areas and citizen interest groups

including the following: State game and fish departments, State park departments, State forestry departments, private organizations working in the field of outdoor recreation resources and opportunities, landowners, State water pollution control agencies, State water development agencies, private forestry interests, commercial fishing interests, commercial outdoor recreation interests, industry, education, labor, public utilities, and municipal governments.

(b) The functions of the advisory council shall be to advise and counsel the Commission in the development of ways, means, and procedures whereby maximum cooperation may be obtained from all agencies and groups whose assistance in accomplishing the purposes of this act will be required in arriving at sound methods and criteria for evaluating outdoor recreation resources data assembled and otherwise to advise and assist the Commission in carrying out the purposes of the act.

(c) Members of the advisory council, except those employed by the Federal Government and assigned to the Commission as liaison officers, shall serve without compensation except that each shall be entitled to reimbursement for actual travel and subsistence expenses incurred in attending meetings of the advisory council called by the Chairman of the Commission, or incurred in carrying out duties assigned by the Chairman of the Commission.

(d) The Chairman of the Commission shall call an initial organization meeting of the advisory council, a meeting of such council each 6 months thereafter, and a final meeting of such council prior to transmitting the final report to the President and the Congress.

SEC. 6. (a) The Commission shall proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly and through the Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups, and others.

(b) The Commission shall compile such data and, in the light of the data so compiled and of information available concerning trends in population, leisure, transportation, and other factors, shall determine the amount, kind, quality, and location of such outdoor recreation resources and opportunities as will be required by the year 1976 and the year 2000, and shall recommend what policies should best be adopted and what programs be initiated, at each level of government and by private organizations and other citizen groups and interests, to meet such future requirements.

(c) The Commission shall present not later than December 31, 1959, a report of its review, a compilation of its data, and its recommendations on a State-by-State, region-by-region, and national basis to the President and to the Congress, and shall cease to exist not later than 1 year thereafter. Such report, compilation, and recommendations shall be presented in such form as to make them of maximum value to the States and shall include recommendations as to means whereby the review may effectively be kept current in the future. The Commission, on its own initiative or on request of the President or the Congress, shall prepare interim or progress reports on particular phases of its review.

(d) The Commission is authorized to conduct public hearings and otherwise to secure data and expressions of opinion.

(e) The Commission is authorized to make direct grants to the States, and to transfer necessary funds to Federal agencies, from sums appropriated pursuant to section 8, to carry out such aspects of the review as the

Commission may determine can best be carried out by the States, or Federal agencies, under such arrangements and agreements as are determined by the Commission; and may enter into contracts or agreements for studies and surveys with public or private agencies and organizations.

SEC. 7. The Commission, in its inquiries, findings, and recommendations, shall recognize that present and future solutions to problems of outdoor recreation resources and opportunities are responsibilities at all levels of government from local to Federal, and of individuals and private organizations as well. The Commission shall recognize that lands, waters, forest, rangelands, wetlands, wildlife, and such other natural resources that serve economic purposes also serve to varying degrees and for varying uses outdoor recreation purposes, and that sound planning of resource utilization for the full future welfare of the Nation must include coordination and integration of all such multiple uses.

SEC. 8. There are hereby authorized to be appropriated such sums as are necessary to carry out the purposes of this act, which sums shall be available to the Commission until expended.

SEC. 9. This act may be cited as "the Outdoor Recreation Resources Review Act."

Mr. ANDERSON. I may say to the Senator from Connecticut the withdrawal of the objections to the consideration of the bill is as fine a thing as has happened in a long time. I appreciate it, not only for myself, but for other Senators, and the wildlife and conservation organizations who are in favor of the bill.

Mr. KUCHEL. Mr. President, I am delighted that the objecting Senator on this side of the aisle saw fit to withdraw his objection, because I subscribe 100 percent to the analysis of the proposed legislation as made by my friend, the Senator from New Mexico. This is a bill in the interest of the people of the United States, and I shall be delighted to see it pass the Senate unanimously.

Mr. GOLDWATER. Mr. President, I should like to join my colleague from California in thanking the Senator on this side of the aisle who so graciously withdrew his objection to the consideration of this bill. I might say, in support of what the Senator from New Mexico reminded the Senate, that about one-third of the American people will visit the national parks during the present summer. The State of Arizona, by the way, has more parks and monuments than has any other State. More than 1 million people visited the Grand Canyon last year. At night only 400 people can be taken care of. For the others the nearest accommodations are 60 miles to the east and 60 miles to the south. Such a bill is long overdue, and I am indebted to the Senator from New Mexico for allowing me to cosponsor the bill.

Mr. ANDERSON. Mr. President, when the bill was under consideration by the committee, the Senator from Arizona explained how the number of visitors to the Grand Canyon of the Colorado had increased. The Grand Canyon is one of the great treasures of this country, indeed one of the wonders of the world. It would be too bad if any American could not get to it because too many were standing in line.

Mr. GOLDWATER. I thank the Senator, but I remind him it is the Grand Canyon of Arizona and not Colorado.

Mr. ANDERSON. I said "of the Colorado."

Mr. GOLDWATER. But many times many people mistake the location of the beautiful gorge and like to place it in Colorado. Inadvertently, my good friend from California sometimes locates it in his State.

Mr. ANDERSON. I think the name of it is still the Grand Canyon of the Colorado.

Mr. GOLDWATER. Of Arizona.

Mr. KUCHEL. Mr. President, I regret that my friend beside whom I am now standing sees fit to animadvert on the 14 million people whom I am privileged in part to represent and who are delighted to travel in the State of Arizona and to see the Grand Canyon whether it be of the Colorado, or of Arizona or, just possibly, California. The point is that the people of the Nation are delighted that the Senate is now adding its stamp of approval to a piece of proposed legislation which will insure the right of the people of the United States to visit that type of public resource and to enjoy its scenery and beauty, and not have to stand in line for the privilege.

Mr. NEUBERGER. Mr. President, I should like to subscribe to the very able explanation of the bill which was given by the junior Senator from New Mexico [Mr. ANDERSON]. As a cosponsor of this measure I concur in everything the Senator said. It seems to me the great pressure which is going to be on our recreational resources in the years ahead cannot be estimated by us now. As the population increases and technological improvements lead to greater leisure time, we will need more and more national forests, national parks and national monuments where our people can gain inspiration through recreation in the outdoors.

I should like to add that, in addition to the Senators who have sponsored this bill, I believe the Izaak Walton League of America deserves a great deal of credit for being the organization which originally proposed this measure. Members of the Izaak Walton League in my home State, regardless of which political party they belong to, have urged me to support the measure, and have constantly presented documentary facts and statistics to justify such support.

In conclusion, Mr. President, I do wish to emphasize on the floor of the Senate that, as I see it, this very excellent bill in no way conflicts with the measure sponsored by the distinguished Senator from Minnesota [Mr. HUMPHREY] and some others of us to add the protection of the wilderness to the assessment and inventory this bill authorizes of our great outdoor resources.

In passing this bill today, so outstandingly sponsored by the Senator from New Mexico [Mr. ANDERSON], I know some of us look forward to future legislation which will set aside and add protection to our great wilderness realms which are perhaps part of some of the national parks and forests this particular bill will encompass.

Mr. HUMPHREY. Mr. President, I should like to make one brief observation, to commend the authors of this bill, particularly the Senator from New Mexico, for the leadership which has been demonstrated not only in its introduction but also in its passage. I think this bill represents a milestone for the people of America and generations yet unborn. It is a tremendous development that goes along with the tradition of the great conservationist movement of Gifford Pinchot and others of the past.

Mr. NEUBERGER. I am pleased that the Senator mentioned the work of the Senator from New Mexico. There is living in my State one of the great ex-chief foresters of our country, Lyle F. Watts, who is presently in retirement. I cannot tell the Senate on how many occasions he has reported to me that, when CLINTON P. ANDERSON was Secretary of Agriculture, conservation of the resources of this country had one of its finest friends and stalwart champions in the person of CLINTON P. ANDERSON, of New Mexico. Mr. Watts is a devoted admirer of ex-Secretary ANDERSON.

Mr. ANDERSON. Mr. President, I ask unanimous consent that the names of the Senator from Arizona [Mr. GOLDWATER] and the Senator from Oregon [Mr. MORSE] be added as cosponsors to S. 846.

The PRESIDING OFFICER. Without objection, it is so ordered.

The question is on agreeing to the amendments reported by the committee. The amendments were agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

The PRESIDING OFFICER (Mr. COTTON in the chair). The present occupant of the chair requests unanimous consent that he be allowed to make a brief statement.

The objection to passage of this bill on the calendar call was interposed at the request of the junior Senator from New Hampshire, who finds himself in the chair as the consideration of the bill takes place. My objection was made because of a concern that the bill might be an entering wedge for including so-called recreational benefits in the evaluation of public works projects, as provided in a bill introduced by the distinguished Senator from Oklahoma, which has been reported from the Committee on Public Works. In view of the explanation that has been made on the floor, the junior Senator from New Hampshire is happy to withdraw his objection, and he appreciates the opportunity of being allowed to make this statement, even though in the chair.

Mr. ANDERSON. Those of us who sponsor the bill appreciate the attitude of the Presiding Officer.

CONGRESSIONAL RECOGNITION OF NATIONAL COWBOY HALL OF FAME AND MUSEUM, OKLAHOMA

The concurrent resolution (S. Con. Res. 32) favoring congressional recognition of the National Cowboy Hall of Fame and Museum to be located at Okla-

homa City, Okla., was considered and agreed to, as follows:

Resolved by the Senate (the House of Representatives concurring), That the Congress hereby recognizes the National Cowboy Hall of Fame and Museum as a memorial to individuals who have made outstanding contributions in the opening and development of the West and as a fitting and valuable institution for the collection and preservation of artifacts and other evidences and data relating to the role the West has played in enriching our American historical heritage.

The preamble was agreed to.

OSAGE TRIBE OF INDIANS, OKLAHOMA

The bill (S. 1417) relating to the affairs of the Osage Tribe of Indians in Oklahoma was considered, ordered to be engrossed for a third reading, read the third time and passed, as follows:

Be it enacted, etc., That section 9 of the act of Congress approved June 28, 1906 (34 Stat. 539), as amended by section 7 of the act of March 2, 1929 (45 Stat. 1478), is hereby amended by striking therefrom the words "January 1, 1959" and substituting therefor the words "January 1, 1984."

BILL PASSED OVER

The bill (H. R. 7238) to amend the public assistance provisions of the Social Security Act so as to provide for a more effective distribution of Federal funds for medical and other remedial care, was announced as next in order.

Mr. TALMADGE. Over, Mr. President.

The PRESIDING OFFICER. The bill will be passed over.

ESTABLISHMENT OF MINING AND METALLURGICAL RESEARCH STATION IN MINNESOTA—BILL PASSED OVER

The bill (S. 98) to provide for the establishment and operation of a mining and metallurgical research establishment in the State of Minnesota, was announced as next in order.

Mr. PURTELL. Over, Mr. President.

Mr. HUMPHREY. Mr. President, will the Senator withhold his objection?

Mr. PURTELL. I shall be pleased to withhold my objection.

Mr. HUMPHREY. I had hoped there would be no objection to this bill today, since similar bills have passed the Senate five times.

Mr. PURTELL. I believe so.

Mr. HUMPHREY. Each time the proposed legislation runs into a little difficulty in the other House. If the Senator will permit the bill to go to the end of the calendar, so that I may discover who the objector is, perhaps we can reconcile whatever differences there may be.

Mr. PURTELL. I am happy to tell the Senator from Minnesota that the calendar committee on this side of the aisle is objecting to the bill. First, the Department at the present time, we feel, has authority to do what the bill provides, if they wish to. Second, there is involved an expenditure in excess of \$1 million. For those reasons the committee objects.

The PRESIDING OFFICER. The bill will be passed over.

85TH CONGRESS
1ST SESSION

S. 846

IN THE HOUSE OF REPRESENTATIVES

JUNE 27, 1957

Referred to the Committee on Interior and Insular Affairs

AN ACT

For the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in order to preserve, develop, and assure accessibility
4 to all American people of present and future generations
5 such quality and quantity of outdoor recreation resources as
6 will be necessary and desirable for individual enjoyment,
7 and to assure the spiritual, cultural, and physical benefits
8 that such outdoor recreation provides; in order to inventory
9 and evaluate the outdoor recreation resources and oppor-

1 tunities of the Nation, to determine the types and location
2 of such resources and opportunities which will be required
3 by present and future generations; and in order to make
4 comprehensive information and recommendations leading to
5 these goals available to the President, the Congress, and
6 the individual States and Territories, there is hereby author-
7 ized and created a bipartisan Outdoor Recreation Resources
8 Review Commission.

9 SEC. 2. For the purposes of this Act—

10 (1) “Commission” shall mean the Outdoor Recreation
11 Resources Review Commission;

12 (2) “Outdoor recreation resources” shall mean the land
13 and water areas and the products of such areas of the United
14 States, its Territories and possessions which provide oppor-
15 tunities for outdoor recreation, including but not limited to
16 such pursuits as hunting, fishing, camping, hiking, skiing,
17 mountain-climbing, pack-tripping, nature photography,
18 scenic appreciation, boating, canoeing and other water ac-
19 tivities, wherever carried out or potentially carried out, in-
20 cluding but not limited to such areas as the national forests,
21 the public domain, Indian reservations, wild, wilderness
22 and primitive areas; national parks and monuments; wildlife
23 refuge, habitat and management areas both Federal and
24 States; scenic areas, the marsh and wetlands, coastal beaches,
25 reservoir and such other land and water areas, irrespective

1 of ownership, which presently provide or may in the future
2 provide outdoor recreation opportunities.

3 (3) "Outdoor recreation resources" shall not mean nor
4 include recreation facilities, programs, and opportunities
5 usually associated with urban development such as play-
6 grounds, stadia, golf courses, city parks, and zoos.

7 SEC. 3. (a) The Commission hereby authorized and
8 created shall consist of fifteen members appointed as follows:

9 (1) Two majority and two minority members of
10 the Senate Committee on Interior and Insular Affairs,
11 to be appointed by the President of the Senate;

12 (2) Two majority and two minority members of
13 the House Committee on Interior and Insular Affairs
14 to be appointed by the Speaker of the House; and

15 (3) Seven citizens, known to be informed about and
16 concerned with the preservation and development of out-
17 door recreation resources and opportunities, and experi-
18 enced in resource conservation planning for multiple
19 resources uses, who shall be appointed by the President,
20 and one of whom shall be designated as chairman, by the
21 President.

22 Vacancies occurring on the Commission shall not affect the
23 authority of the remaining members of the Commission to
24 carry out the functions of the Commission, and shall be filled
25 in the same manner as the original positions.

1 (b) The Commission members shall serve without com-
2 pensation, except that each member shall be entitled to re-
3 imbursement for actual travel and subsistence expense in-
4 curred in the services of the Commission and each mem-
5 ber appointed by the President shall be entitled to a per
6 diem allowance not to exceed \$50 per day when actually
7 engaged in Commission business.

8 (c) The Commission shall convene as soon as practi-
9 cable following appointment of its members, to implement
10 the purposes and objectives of this Act.

11 SEC. 4. (a) The Commission is authorized, without re-
12 gard to the civil-service laws and regulations, to appoint and
13 fix the compensation of an executive secretary and such addi-
14 tional personnel as may be necessary to enable it to carry
15 out its functions, except that any Federal employees subject
16 to the civil service laws and regulations who may be as-
17 signed to the Commission shall retain civil service status
18 without interruption or loss of status or privilege.

19 (b) The Commission shall establish headquarters in
20 the District of Columbia and shall make such other arrange-
21 ments as are necessary to carry out the purposes of this Act.

22 (c) The Commission shall request the Secretary of
23 each Federal Department or head of any independent
24 agency which includes an agency or agencies with a direct

1 interest and responsibility in any phase of outdoor recrea-
2 tion to appoint, and he shall appoint for each such agency
3 a liaison officer who shall work closely with the Commis-
4 sion and its staff.

5 SEC. 5. (a) There is hereby established an advisory
6 council which shall consist of the liaison officers appointed
7 under section 4 (c), together with twenty-five additional
8 members appointed by the Commission who shall be repre-
9 sentative of the various major geographical areas and citizen
10 interest groups including the following: State game and fish
11 departments, State park departments, State forestry de-
12 partments, private organizations working in the field of
13 outdoor recreation resources and opportunities, landowners,
14 State water pollution control agencies, State water develop-
15 ment agencies, private forestry interests, commercial fishing
16 interests, commercial outdoor recreation interests, industry,
17 education, labor, public utilities, and municipal governments.

18 (b) The functions of the advisory council shall be to
19 advise and counsel the Commission in the development of
20 ways, means, and procedures whereby maximum coopera-
21 tion may be obtained from all agencies and groups whose
22 assistance in accomplishing the purposes of this Act will be
23 required in arriving at sound methods and criteria for eval-

uating outdoor recreation resources data assembled and otherwise to advise and assist the Commission in carrying out the purposes of the Act.

(c) Members of the advisory council, except those employed by the Federal Government and assigned to the Commission as liaison officers, shall serve without compensation except that each shall be entitled to reimbursement for actual travel and subsistence expenses incurred in attending meetings of the advisory council called by the Chairman of the Commission, or incurred in carrying out duties assigned by the Chairman of the Commission.

(d) The Chairman of the Commission shall call an initial organization meeting of the advisory council, a meeting of such council each six months thereafter, and a final meeting of such council prior to transmitting the final report to the President and the Congress.

SEC. 6. (a) The Commission shall proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly and through the Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups, and others.

(b) The Commission shall compile such data and in

1 the light of the data so compiled and of information available
2 concerning trends in population, leisure, transportation, and
3 other factors shall determine the amount, kind, quality, and
4 location of such outdoor recreation resources and opportuni-
5 ties as will be required by the year 1976 and the year 2000,
6 and shall recommend what policies should best be adopted
7 and what programs be initiated, at each level of government
8 and by private organizations and other citizen groups and
9 interests, to meet such future requirements.

10 (c) The Commission shall present not later than De-
11 cember 31, 1959, a report of its review, a compilation of
12 its data, and its recommendations on a State by State, region
13 by region, and national basis to the President and to the
14 Congress, and shall cease to exist not later than one year
15 thereafter. Such report, compilation, and recommendations
16 shall be presented in such form as to make them of maximum
17 value to the States and shall include recommendations as
18 to means whereby the review may effectively be kept cur-
19 rent in the future. The Commission, on its own initiative or
20 on request of the President or the Congress, shall prepare
21 interim or progress reports on particular phases of its review.

22 (d) The Commission is authorized to conduct public
23 hearings and otherwise to secure data and expressions of
24 opinion.

25 (e) The Commission is authorized to make direct grants

1 to the States, and to transfer necessary funds to Federal
2 agencies, from sums appropriated pursuant to section 8,
3 to carry out such aspects of the review as the Commission
4 may determine can best be carried out by the States, or
5 Federal agencies, under such arrangements and agreements
6 as are determined by the Commission; and may enter into
7 contracts or agreements for studies and surveys with public
8 or private agencies and organizations.

9 SEC. 7. The Commission, in its inquiries, findings, and
10 recommendations, shall recognize that present and future
11 solutions to problems of outdoor recreation resources and
12 opportunities are responsibilities at all levels of government,
13 from local to Federal, and of individuals and private organi-
14 zations as well. The Commission shall recognize that lands,
15 waters, forest, rangelands, wetlands, wildlife and such other
16 natural resources that serve economic purposes also serve
17 to varying degrees and for varying uses outdoor recreation
18 purposes, and that sound planning of resource utilization for
19 the full future welfare of the Nation must include coordina-
20 tion and integration of all such multiple uses.

21 SEC. 8. There are hereby authorized to be appropriated
22 such sums as are necessary to carry out the purposes of this
23 Act, which sums shall be available to the Commission until
24 expended.

1 SEC. 9. This Act may be cited as “the Outdoor Rearea-
2 tion Resources Review Act”.

Passed the Senate June 26 (legislative day, June 21),
1957.

Attest:

FELTON M. JOHNSTON,

Secretary.

AN ACT

For the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

JUNE 27, 1957

Referred to the Committee on Interior and Insular
Affairs

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

Issued January 29, 1958
For actions of January 28, 1958
85th-2d, No. 13

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HIGHLIGHTS; Senate passed measure on procedures and contents for water resources reports.

SENATE

1. WATER RESOURCES. Passed as reported S. Res. 148, to prescribe procedures and contents for certain reports by executive agencies on proposed conservation and development of land and water projects. Sen. Watkins' motion to recommit the measure was rejected. pp. 999, 1009-19
2. FOREIGN POLICY. Sen. Ellender discussed his trip to Russia, including a visit to the agricultural areas of Siberia. pp. 999-1008
3. DAIRY PRICE SUPPORTS. Sen. Javits inserted a resolution from the Ellisburg, N. Y., Dairyman's League, urging continuance of the present level of dairy supports. p. 974
Sen. Neuberger stated his mail urged support for S. 2924, to continue present dairy price supports, and inserted resolutions of two Ore. Farmers' Unions opposing the proposed cut. p. 991
4. ANIMAL DISEASE. Sen. Thye inserted two resolutions from the Nat'l Ass'n of State Dep'ts of Agriculture and American Nat'l Cattlemen's Ass'n urging enactment of S. 2912, the animal disease control bill. p. 974.

5. WATER POLLUTION. Sen. Neuberger stated his opposition to the budgeted program cuts for sewage treatment works aid, and inserted a resolution of the Ontario, Ore., City Council supporting the Water Pollution Control Act and opposing any restrictions on it. pp. 974-5
6. FORESTRY. Sen. Neuberger inserted the resolutions of the Ore. Izaak Walton League, urging efforts to secure sustained yeild management and multiple use development of the Klamath Indian lands, opposing the Nez Perce and Wenatchee dams, commending USDA for developing recreational needs in the national forests urging amendment of the Coordination Act to protect wildlife and recreational values, and opposing billboards on the Federal Highway System. pp. 975-7
7. BUDGET. Sen. Neuberger inserted a news article on Mr. Brundage's statement about the Budget For 1959. p. 990
8. SCHOOL LUNCH. Sen. Humphrey inserted his letter to the Agriculture Subcommittee of the Senate Appropriations Committee in which he contended the President had failed to request sufficient funds for the school lunch program, and a letter from the National Rural Electric Cooperative Ass'n urging restoration of the program to the 1957 level. p. 992
9. EDUCATIONAL EXCHANGE. Received from the U. S. Advisory Commission on Educational Exchange a report for the period July 1-Dec. 31, 1957. p. 972
10. ATOMIC ENERGY. Received from the Atomic Energy Commission a proposed bill "to amend the Atomic Energy Act of 1954"; to the Joint Atomic Energy Committee. p. 972
11. COMMITTEES. Sen. Hoblitzell was assigned to the Post Office and Civil Service Committee. Sen. Martin, Pa., was excused from further service on the committee. p. 987

HOUSE

12. FORESTRY. A subcommittee of the Interior and Insular Affairs Committee ordered reported with amendment to the full committee S. 846, to establish a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the U. S. p. D51

ITEMS IN APPENDIX

13. FAMILY FARMS. Sen. Johnson inserted 2 articles commenting on the effects to the economy of small towns when the local farm population declines. p. A709
14. SURPLUS COMMODITIES. Sen. Neuberger inserted a letter from the secretary-treasurer of the Sailor's Union of the Pacific, reporting the full text of a telegram which was sent to the Secretary requesting a reappraisal of the shipping policies under Public Law 480. pp. A709-10
15. SURPLUS PROPERTY. Extension of remarks of Rep. McCormack expressing gratification over the successful operation of the donable surplus property program for education and health. pp. A713-4
16. PERSONNEL. Rep. Miller, Calif., inserted an article, "Administration Keeps Lid On Salary Issue." p. A713

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

Issued January 30, 1958
For actions of January 29, 1958
85th-2d, No. 14

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HIGHLIGHTS: Senate committee approved various watershed projects. House committee ordered reported bill for study of outdoor recreation resources. Sen. Proxmire introduced and discussed bills to extend special milk program, to increase supply of dairy products available to Armed Forces, and to extend brucellosis eradication program for 2 years.

SENATE

1. WATERSHEDS. The Agriculture and Forestry Committee approved the following watershed projects: High Pine Creek, Ala.; Knob Creek, Tex.; York Creek, Tex.; Big Sandy Creek, Colo.; Abbotts Creek, N.C.; and Deep Creek, N.C. p. D56
2. PUBLIC LANDS. Senate conferees were appointed on H. R. 5538, to provide that withdrawals, reservations, or restrictions of more than 5,000 acres of public lands for military purposes shall not become effective until approved by act of Congress. House conferees have been appointed. p. 1097
3. PERSONNEL. Passed without amendment S. Res. 208, authorizing the Post Office and Civil Service Committee to investigate the administration of the civil service system, the Federal employees group life insurance system, etc., and appropriating \$50,000 for the next year. pp. 1083-4
4. TRANSPORTATION. Sen. Neuberger urged repeal of the Federal excise taxes on freight and passenger transportation, and inserted his letter to ICC and several editorials on the adverse effects of the tax on the economy of the Pacific Northwest. pp. 1070-2

5. FOREIGN AFFAIRS. Sen. Green inserted an address by the Turkish ambassador on the economy of Turkey, including the position of the farmer. pp. 1073-5
6. TEXTILES. The Interstate and Foreign Commerce Committee announced that a special subcommittee would hold hearings on H. R. 469, to protect producers and consumers against the false advertising and misbranding of the fiber content of textile products. Membership of the subcommittee and the date of hearings will be announced later. p. D57
7. SALT-WATER RESEARCH. Both Houses received from the Interior Department its report of operations in 1957 under the Saline Water Conversion Act of 1952. pp. 1065, 1125.

HOUSE

8. RECREATION RESOURCES. The Interior and Insular Affairs Committee ordered reported with amendment S. 846, to establish a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of public lands. p. D59
9. DISASTER LOANS. Rep. Gathings urged enactment of legislation to provide relief for areas suffering from excessive rainfall. pp. 1124-25
10. PERSONNEL. Both Houses received from this Department a report on positions placed in grades GS-16, GS-17, and GS-18 pursuant to Public Law 854, 84th Congress. pp. 1065, 1125
11. CIVIL DEFENSE. Both Houses received the quarterly report of Federal contributions for civil defense. pp. 1064, 1125
12. EXPORT-IMPORT BANK. Both Houses received from the Export-Import Bank a proposed bill to increase the lending authority of the Bank; to Banking and Currency Committees. pp. 1064, 1125
13. ELECTRIFICATION. Received from the Federal Power Commission a publication, "Statistics of Electric Utilities in the United States, 1956, Privately Owned Companies." p. 1125
14. EDUCATION. Both Houses received from HEW the annual report on Federal assistance to local educational agencies in areas affected by Federal activities. pp. 1065, 1125

ITEMS IN APPENDIX

15. ECONOMICS. Sen. Neuberger inserted Sen. Douglas' recent address, "Economic Realities and Administration Optimism." pp. A759-61
Sen. O'Mahoney inserted Louis Bean's recent address, "Business and Political Trends And Prospects In 1958." pp. A763-4
16. FORESTRY. Sen. Neuberger inserted an editorial discussing two definitions of wilderness, and stating that the definition governs the "management, or nonmanagement, of the wilderness areas supervised by the Forest Service." p. A765

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

Issued February 26, 1958
For actions of February 25, 1958
85th-2d, No. 29

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HIGHLIGHTS: House debated second supplemental appropriation bill. House committee reported bill to permit soil bank payments to certain producers who exceed corn allotments. House Rules Committee cleared bills to prohibit trading in onion futures, and to develop marketing facilities for perishable commodities. House committee reported bill for Outdoor Recreation Resources Commission. House committee approved pay bills. Sen. Javits urged deferring cut in dairy price supports. Sen. Humphrey claims mismanagement in ASC Committee elections in Minn. Sen. Bricker and Rep. Henderson introduced and discussed bills to exempt certain wheat producers from liability when wheat is fed or used for seed. Rep. Hill introduced and discussed bill to facilitate insurance of farm ownership and soil and water conservation loans.

HOUSE

1. SECOND SUPPLEMENTAL APPROPRIATION BILL. Began debate on this bill, H. R. 10881. pp. 2381-2409

Agreed to the following amendments:

By Rep. Whitten, by a vote of 120 to 57, to provide \$250 million additional instead of \$175 million, for the acreage reserve program for 1958 crops. pp. 2398-2405

By Rep. Laird, as amended by an amendment by Rep. Taber, by a vote of 137 to 17, to provide that no part of the appropriation shall be used to authorize compensation to any one individual or corporate participant in excess of \$3,000. pp. 2405-09

Rejected an amendment by Rep. Reuss (as a substitute for the above amendment by Rep. Laird) to provide that no part of the appropriations shall be used to formulate, administer, or implement an acreage-reserve program which would result in total compensation being paid to any one participant in excess of \$3,000. pp. 2407-09 A point of order by Rep. Taber, which would have stricken out the provision for additional funds for the acreage reserve program for 1958 crops, was overruled. pp. 2397-98

2. ONIONS FUTURES; MARKETING FACILITIES. The Rules Committee reported resolutions for the consideration of H. R. 376, to prohibit trading in onion futures in commodity exchanges; and H. R. 4504, to encourage the improvement and development of marketing facilities for handling perishable commodities. pp. 2410, 2429

3. CORN. The Agriculture Committee reported without amendment H. R. 10843, to permit soil bank payments to certain producers who exceed their corn acreage allotments (H. Rept. 1382), and H. R. 10316, to exclude Ottawa County, Mich., from the commercial corn-producing area (H. Rept. 1383). p. 2429

4. FOREST RECREATION. The Interior and Insular Affairs Committee reported with amendment S. 846, to establish a National Outdoor Recreation Resources Review Commission to study outdoor recreation resources of public lands (H. Rept. 1386). p. 2429

5. ROADS. The Public Works Committee approved with amendment H. R. 9821, to authorize appropriations for the construction of highways under the Federal Aid Road Act for 1960 and 1961. p. D140

6. PAY RAISES. The Post Office and Civil Service Committee approved with amendment H. R. 9999, to provide pay increases for classified employees. p. D140
The "Daily Digest" states the Committee action as follows:

"Approved legislation increasing salaries of postal employees, Federal employees paid under the schedules of the Classification Act of 1949, certain employees of the judicial branch, employees of the legislative branch, and employees of the Medical Division of the Veterans' Administration...

"In general, H. R. 9999, concerning salary increases for employees paid under the Classification Act of 1949 and other groups of employees, provides for increases ranging from 10.5 percent (first step GS-4) to 12.5 percent in GS-18, with a \$18,000 ceiling. The increases would be effective August 25, 1957...

FOR THE ESTABLISHMENT OF A NATIONAL OUTDOOR RECREATION
RESOURCES REVIEW COMMISSION TO STUDY THE OUTDOOR
RECREATION RESOURCES OF THE PUBLIC LANDS AND OTHER
LAND AND WATER AREAS OF THE UNITED STATES

FEBRUARY 25, 1958.—Committed to the Committee of the Whole House on the
State of the Union and ordered to be printed

Mr. ENGLE, from the Committee on Interior and Insular Affairs,
submitted the following

R E P O R T

[To accompany S. 846]

The Committee on Interior and Insular Affairs, to whom was referred the bill (S. 846) for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill, as amended, do pass.

The amendment is as follows:

Page 2, line 12, through page 3, line 2, strike out all of paragraph (2) and insert in lieu thereof the following:

(2) Outdoor recreation resources" shall mean the land and water areas and associated resources of such areas in the United States, its Territories and possessions which provide or may in the future provide opportunities for outdoor recreation, irrespective of ownership.

Page 5, line 5, following the words "private forestry interests," insert:

livestock interests, mining interests, State travel commissions, petroleum production interests,

Page 7, lines 10 and 11, strike out the words "December 31, 1959," and insert "September 1, 1961,".

Page 8, line 8, insert a new sentence reading as follows:

The Commission is also authorized to reimburse Federal agencies for the expenses of liaison officers appointed under section 4 (c) and other cooperation.

Page 8, lines 21 through 24, strike out all of section 8 and insert in lieu thereof the following:

SEC. 8. There are hereby authorized to be appropriated not more than \$2,500,000 to carry out the purposes of this Act, and such moneys as may be appropriated shall be available to the Commission until expended.

LEGISLATION CONSIDERED

In reporting S. 846, it is pointed out that the measure reported is similar to 10 House bills having an identical purpose which were considered by the committee. These were: H. R. 3594, by Representative Engle of California; H. R. 3592, by Representative Aspinall of Colorado; H. R. 4819 by Representative Pfof of Idaho; H. R. 3595, by Representative Metcalf of Montana; H. R. 3593, by Representative Saylor of Pennsylvania; H. R. 3596, by Representative Rhodes of Arizona; H. R. 6884 and H. R. 7230, by Representative Doyle of California; H. R. 5238, by Representative Hagen of California; and H. R. 4822, by Representative Porter of Oregon.

PURPOSE OF S. 846

In recommending the enactment of S. 846 the committee recognizes that outdoor recreation activities are essential to the physical and mental well-being of the people of the United States and that such activities have become basic and vital to the American way of life.

Factors increasing outdoor recreation

A tremendous and continuing increase in the use of outdoor recreation resources and facilities has been experienced over the past two decades. In many areas the demand is exceeding the supply, so to speak.

The committee observes that ever-growing pressures on the Nation's inadequate outdoor recreation resources and opportunities are being brought about by a spiraling population, increasing amounts of leisure time, improved transportation facilities, increased personal incomes and improvements in our standard of living, and more frequent need for relaxation to counteract the increasing stresses and strains imposed by the complexities of modern-day living. These trends are not only adding many millions of people yearly to unprecedented numbers already seeking opportunities for outdoor recreation, but such trends also are increasing the time spent by the average individual in such activities. For instance, visitors to the national forests are reported to be staying twice as long as they did 10 years ago.

Outdoor recreation use indicators

As an indication of the growing need for outdoor recreation opportunities for all the people of the United States, the committee points out that—

1. Recreational use of our national forests increased from 6 million visits in 1926 to 18 million visits in 1946 and to nearly 53 million recreational visits in 1956—an increase of approximately 300 percent between 1946 and 1956. The Forest Service anticipates 66 million visits to the national forests in 1962 and 82 million in 1968, or a 56-percent increase in the next 12 years.

2. The National Park Service system, now consisting of 180 areas of scenic, scientific, and historic significance, was designed for 25 million visitors a year. The Park Service recorded about 22 million visitors to these areas in 1946, nearly 55 million in 1956, and in excess of 59 million visitors in 1957. The gain experienced in 1957 over 1956 amounts to 8 percent. The Park Service now believes that its earlier estimate of an 80 million annual visitor total by 1966 may be exceeded if the present rate of increase continues.

3. A hunting and fishing survey made by the Fish and Wildlife Service in 1955, showed that of the 118,366,000 individuals aged 12 and over in the United States, 24,917,000 hunted or fished or did both during that year and that 1 American household out of every 3 had at least 1 member who hunted or fished or who did both. The survey also found that nearly \$3 billion was spent by the 25 million Americans in the pursuit of hunting and fishing recreation in 1955.

According to the Fish and Wildlife Service, a projection of present trends indicates that fishing alone may be expected to increase 88 percent in terms of man-days of fishing by 1970.

4. Visitors to projects of the Army engineers for recreation purposes increased from 16 million in 1950 to 71½ million in 1956. Incomplete returns indicate that over 80 million may be tallied for 1957.

5. There were over 92 million visits to State park areas in 1946 and nearly 201 million in 1956. Incomplete returns from 89 State agencies in 47 States indicate that visitors to State parks increased by at least 15 million in 1957.

6. According to the National Association of Engine & Boat Manufacturers, there were about 2½ million pleasure craft in the United States in 1947 and nearly 6 million in 1956. The association also estimates that 28 million persons in the United States took part in recreational boating during 1956 and spent \$1¼ billion for this purpose.

7. The Fish and Wildlife Service points out that according to the National Recreation Council, 66 million people now seek outdoor recreation in bird watching, wildlife photography, and other forms of nature study. In 1951 and 1956 there were approximately 3½ and 7 million visitors, respectively, to the national wildlife refuges who engaged in these pastimes as well as in other forms of outdoor recreation, such as fishing, swimming, and picnicking. Visits to these areas are increasing at the rate of 7½ percent per year.

Depletion of outdoor recreation resources

The committee notes that while there has been a phenomenal and continuing increase in the use and need of outdoor recreation resources and opportunities, we have experienced a steady and alarming decrease in the quantity and quality of these resources and opportunities. An expanding population and economy will continue to deplete the Nation's outdoor recreation resources and opportunities unless measures are taken soon to preserve and improve those which remain and, where practical, to salvage, rehabilitate, and thereafter protect such land and water areas of the United States as may provide the additional outdoor recreation required for the future.

It is imperative that the outdoor-recreation resources of the United States henceforth be accorded the same recognition and consideration as all other resources which are essential to the economic and social welfare of the Nation. Outdoor-recreation resource use and development must be evaluated and carefully planned on a long-range basis.

Our Nation can no longer afford the extravagance of the piecemeal planning, neglect, and indifference which has prevailed in the past.

Scope of study required

A nationwide inventory and evaluation of the Nation's outdoor-recreation resources and opportunities is a prerequisite to the sound planning of long-range programs for the development of such resources and opportunities. Determinations must be made as to the amount, kind, quality, and location of all land and water areas in the United States which provide or may in the future provide opportunities for outdoor recreation, irrespective of ownership, and as will be required in the future. The committee notes that, as used in S. 846 and in this report, "outdoor-recreation resources" does "not mean nor include recreation facilities, programs, and opportunities usually associated with urban development such as playgrounds, stadia, golf courses, city parks, and zoos."

Determinations and recommendations must be made on a State-by-State, region-by-region, and national basis. A nationwide inventory and evaluation of outdoor recreation resources and opportunities must be a cooperative venture. The knowledge and assistance of Federal, State, and municipal agencies concerned with natural resource management, national and local conservation and sportsmens associations, certain trade associations, private industry, and private individuals are essential to the study.

Temporary review commission required

It is the considered opinion of the committee that no single administrative agency is in a position to carry out and coordinate the comprehensive study outlined in S. 846. The committee believes that due to the many and varied factors, considerations, and interests involved, only a bipartisan commission established by Congress would be in a position to coordinate and supervise effectively such a broad study.

S. 846, if enacted, would establish a 15-member bipartisan commission composed of 8 Members of Congress and 7 members appointed by the President to conduct the nationwide inventory and evaluation of the outdoor recreation resources and opportunities as described in the foregoing. The Commission and its staff would be assisted by liaison officers from Federal agencies with a direct interest and responsibility in any phase of outdoor recreation and by an advisory council. Commission members would not receive salaries.

The Commission would be required to submit its findings and recommendations to the President and to the Congress not later than September 1, 1961, and it would cease to exist not later than 1 year thereafter.

Appropriation authorization

If enacted, S. 846 would authorize the appropriation of not more than \$2,500,000 to carry out the purposes of the act.

PROVISIONS OF THE BILL

Section 1 expresses the basic purpose of the legislation. It would authorize and create a bipartisan Outdoor Recreation Resources Review Commission in order to preserve, develop, and assure accessibility to all American citizens, in the present and future, of adequate outdoor recreational facilities by determining future needs, obtaining

comprehensive information on available resources and making recommendations to the President and Congress on meeting proper goals.

Section 2 contains definitions.

Section 3 provides for a bipartisan commission of 15 members including 2 majority and 2 minority Members each of the Senate and House Interior Committees, and 7 citizens appointed by the President of the United States.

Section 4 authorizes the Commission to establish headquarters in the District of Columbia and to employ necessary personnel. It also requires the Commission to request the Secretaries of executive departments and heads of independent agencies with direct interest and responsibility for any phase of outdoor recreation to appoint liaison officers from each such agency.

Section 5 establishes an advisory council which shall consist of the liaison officers from Federal agencies appointed by the heads of departments, together with 25 members appointed by the Commission and who shall be representative of the various major geographical areas and citizen interest groups, including State and municipal agencies, commercial interests, labor, private organizations working in the field of outdoor recreation, and others. The section defines the Advisory Council's functions and provides for its meetings.

Section 6 outlines the duties of the Commission and requires a final report by September 1, 1961, the Commission to go out of existence not later than 1 year thereafter. The report is to include data on outdoor recreation requirements indicated for 1976 and the year 2000, together with the recommendations of the Commission on meeting them. It authorizes the Commission to hold public hearings, arrange with Federal, State, and other public and private agencies to conduct studies and surveys for it at Commission expense, and to reimburse Federal agencies for the expenses of liaison officers appointed under section 4 and other cooperation.

Section 7 directs the Commission to recognize the responsibility of government at all levels for outdoor recreation resources, to recognize that lands, forests, water areas, rangelands, wet lands, wildlife, and other resources serving economic purposes also have varying degrees of recreational value and that sound planning of resource utilization must include coordination and integration of all such multiple uses.

Section 8 would authorize the appropriation of not more than \$2,500,000 to carry out the purposes of the act.

Section 9 designates the act as the "Outdoor Recreation Resources Review Act."

COMMITTEE AMENDMENTS TO S. 846

The committee has adopted five amendments to the bill, as follows:

Amendment 1.—Section 2, item 2, is amended to read as follows:

(2) "Outdoor recreation resources" shall mean the land and water areas and associated resources of such areas in the United States, its Territories and possessions which provide or may in the future provide opportunities for outdoor recreation, irrespective of ownership.

This amendment merely provides a more simple definition of the term "outdoor recreation resources." It replaces a definition which attempted to enumerate various types of recreation and land and

water areas and which might have proved to be restrictive or be construed to place emphasis on those enumerated.

Amendment 2.—The following organizations and interests are added to those enumerated in section 5 (a) and are inserted following the comma after the words “private forestry interests”:

livestock interests, mining interests, State travel commissions, petroleum production interests,

This amendment makes certain that representatives from the named interests and organizations will be among the 25 non-Federal members of the Commission Advisory Council.

Amendment 3.—The date by which the Commission must submit a report of its findings and recommendations as set forth in section 6 (c) was changed from December 31, 1959, to September 1, 1961.

This amendment was adopted in the belief that 3 years may be required for the study authorized by the measure. Furthermore, the date provided in the bill as it passed the Senate apparently was selected in anticipation of passage of the measure during the 1st session of the 85th Congress.

Amendment 4.—At the end of section 6 (e), the following sentence is added:

The Commission is also authorized to reimburse Federal agencies for the expenses of liaison officers appointed under section 4 (c) and other cooperation.

This self-explanatory amendment was adopted at the suggestion of the Department of Agriculture. It was believed appropriate that the Commission reimburse the Federal agencies for unusual expenses incurred in rendering assistance to the Commission.

Amendment 5.—Section 8 was amended to limit the appropriation authorization to “not more than \$2,500,000” in lieu of “such sums as are necessary.”

SUPPORT FOR S. 846

Included in a long list of national, State, and local groups supporting this legislation are the following:

- Izaak Walton League of America
- Wildlife Management Institute
- Sierra Club (San Francisco, Calif.)
- Western Outdoors Club
- Fifth Biennial Wilderness Conference
- National Audubon Society
- The Wilderness Society
- National Parks Association
- National Wildlife Federation
- Sport Fishing Institute
- Citizens Committee on Natural Resources
- American Nature Association
- The Conservation Foundation
- National Campers and Hikers Association
- Federation of Western Outdoor Clubs
- American White Water Affiliation
- North American Wildlife Foundation
- Sports Afield
- Outdoor Recreation Institute

American Forestry Association
American Pulpwood Association
Outdoor Writers Association of America
Outboard Boating Club of America
National Association of Engine and Boat Manufacturers
Six States—California, Colorado, Illinois, Tennessee, Washington,
and Utah—through conservation agencies or their Governors, have
endorsed the legislation.

AGENCY REPORT

Favorable reports from the Department of the Interior, the Department of Agriculture, the Tennessee Valley Authority, and the Department of the Army, wherein it is reported that the Bureau of the Budget has no objection to the submission of the reports, are set forth following:

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D. C., May 13, 1957.

HON. CLAIR ENGLE,
*Chairman, Committee on Interior and Insular Affairs,
House of Representatives, Washington, D. C.*

DEAR MR. ENGLE: Your committee has requested a report on H. R. 3594, H. R. 3592, H. R. 3593, H. R. 3595, H. R. 3596, H. R. 4822, H. R. 4819, and H. R. 5238, bills for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

We favor the enactment of this proposed legislation.

This proposed legislation would establish a Commission for the purpose of preserving and developing for the American people of present and future generations such quality and quantity of outdoor recreation resources as will be necessary and desirable for individual enjoyment, and to assure the spiritual, cultural, and physical benefits that such outdoor recreation provides. The Commission would consist of 15 members, as provided by section 3 of the bills.

An advisory council would be established also, consisting of liaison officers representing individual Federal agencies having a direct interest and responsibility in outdoor recreation, as well as 25 additional members from various major geographical areas and citizen interest groups. The functions of the Advisory Council would be to advise and counsel the Commission in the development of ways, means, and procedures whereby maximum cooperation may be obtained from all criteria for evaluating outdoor recreation resources data assembled, and otherwise to advise and assist the Commission in carrying out the purposes of the act.

The functions and responsibilities of the Commission are set forth in section 6 of the proposal. Subsection (a) of section 6 would require the Commission to proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly and through Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups, and others.

Subsection (b) of section 6, in our opinion, contains provisions that, if carried out effectively, should prove to be of great public benefit in the future. This subsection would require the Commission to compile the data prescribed by subsection (a) and, in the light of such data and of the information available concerning trends in population, leisure, transportation, and other factors, to determine the amount, kind, quality, and location of such outdoor recreation resources and opportunities as will be required by the year 1976 and the year 2000. The Commission would be required, pursuant to this subsection also, to recommend what policies should best be adopted and what programs should be initiated at each level of Government, and by private organizations and other citizen groups and interests, in order to meet future requirements.

Subsection (c) of section 6 would require the Commission to present its report to the President and to the Congress not later than December 31, 1959. Such report would contain a compilation of data to be assembled by the Commission as well as the Commission's recommendations on a State by State, region by region, and national basis. This data and recommendations would be presented in such form as to make them of maximum value to the States and would include recommendations whereby the review may effectively be kept current in the future.

We believe this proposal is commendable in that it sets forth a definite objective with clear-cut responsibilities for the Commission to follow. Establishment of this Commission, as set forth in this proposed legislation, will complement and assist the efforts of this Department in the outdoor recreation field. As the Federal Department charged with the responsibility for administration of the national park system, as well as various other types of Federal reservations and properties that serve the general public for recreation purposes, we are very much interested in a review program of this type. As many of our public-spirited conservation organizations have expressed themselves, we should know clearly where we are going in this field of outdoor recreation as well as in the fields of business and industry. We believe the establishment of this Commission should promote that objective.

✶ We believe the objectives of this proposal are particularly commendable with regard to those forms of public recreation that involve actual public use of recreation resources. In recent years, however, there has developed more and more an appreciation of the natural and scenic beauty, and the wilderness areas that are a part of our national heritage. We suggest, therefore, that recognition of this phase of outdoor recreation and appreciation be set forth with more emphasis in these bills. We suggest an amendment hereafter for this purpose.

This Department has been aware for some time of the need for a well-rounded survey of all of the Nation's outdoor recreation resources. Our National Park mission 66 program reflects our concern regarding these matters. With the tremendous growth in our Nation's economy, population, and with increased leisure time available to our people, the need for this type of review is apparent. Such a review is necessary in order to obtain all of the essential facts needed to plan wisely for the future welfare and benefit of our citizens.

Such a survey is desirable to assure that important recreation areas and values are preserved, whether such areas and values are so-called wilderness areas or whether they are local park areas. A survey of this type, if it is to be of lasting value, in our opinion, should be conducted objectively and without preconceived ideas regarding the outcome thereof. We shall cooperate fully in this undertaking in the event that it is authorized by the Congress.

This Department is prepared to assist the proposed Commission in its study because of activities that we have undertaken through one of our agencies, the National Park Service. Pursuant to the act of June 23, 1936 (49 Stat. 1894), we have made studies in cooperation with the States and other Federal agencies, of outdoor recreation areas and opportunities for the people of the United States. Under the authority contained in the act of 1936, we have rendered a considerable amount of advisory assistance to the various States at their request. We plan to continue our activities in this field pursuant to the act of 1936, and our mission 66 program. We believe these activities will be of assistance to the independent Commission that would be authorized by this proposed legislation.

Similarly, we believe the final report of the Commission should assist this Department in carrying out its functions more efficiently and in providing for future needs of our people. In this connection, it should be noted that this Department has long been charged by statute with basic responsibility in the field of recreational management. Our responsibility for management of some 180 areas of the national park system is one important phase of our activity in this field. We administer also certain other areas, such as the national wildlife refuges, that are of much recreational significance. We administer also the recreational facilities at some 140 reservoirs. Certain of these reservoir facilities are operated by State and local interests in accordance with cooperative agreements and we find this procedure to be effective and in the public interest.

In the circumstances, we believe that clear-cut responsibilities in the recreation field are in the public interest and will be promoted by this proposed Commission. Unnecessary duplication or overlapping of such responsibilities, as between Federal agencies, should be avoided. This Department is prepared, through the National Park Service, to be of even greater public service in this field in the future than in the past.

Furthermore, we believe that the program to be recommended by the Commission could be fully implemented under existing authority by the National Park Service pursuant to the 1936 act which authorizes the National Park Service to prepare a plan or plans in cooperation with the States to meet recreation demands at both Federal and State levels. The National Park Service would be prepared to carry out the program this Commission would have the duty to recommend.

Based upon experience gained in several basinwide and regional recreation studies, we believe that a survey of the magnitude contemplated may require as long as 4 years in order to be prepared adequately and to be sufficiently detailed for effective future use. An important service that we believe could well be performed by the Commission and which we believe should be a prescribed duty of the Commission would be to make a review concerning the adequacy of fees and charges that are currently made in connection with outdoor

recreation activities. In view of the demands that are currently being made for such public outdoor recreation facilities which will certainly increase in the future, it would be very desirable for the Commission to consider carefully the matter of means and methods of raising funds, charges to be provided, etc., in order that these activities may be properly financed and carried forward in the public interest in the future.

For reasons heretofore stated, we suggest certain amendments to this proposed legislation, as follows:

(1) Revise the first sentence in subsection (c) of section 6 to read "The Commission shall present not later than 4 years following the approval of this act, a report of its review, a compilation of its data, and its recommendations on a State by State, region by region, and national basis to the President and to the Congress."

(2) Add an additional subsection to section 6, as follows: "(f) The Commission shall make a survey and obtain data concerning fees and charges that are levied by Federal, State, and other agencies relating to the use of outdoor recreation areas and facilities. The report of the Commission shall contain information concerning the methods whereby the necessary finances may be provided for operation of outdoor recreation facilities as well as the recommendations of the Commission concerning future methods that should be adopted to carry forward effectively and to provide the facilities and services that are required in the administration of outdoor recreation facilities."

(3) Amend the title of the bill to read "For the establishment of a National Outdoor Recreation Resources Review Commission to study the public use, appreciation, benefits, and need for outdoor recreation resources, and to make recommendations for the preservation or development of such resources including the preservation of wilderness values of the public and other land and water areas of the United States, and for other purposes."

The Bureau of the Budget has advised us that there is no objection to the submission of this report to your committee.

Sincerely yours,

HATFIELD CHILSON,
Acting Secretary of the Interior.

DEPARTMENT OF AGRICULTURE,
Washington, D. C., May 13, 1957.

HON. CLAIR ENGLE,
*Chairman, Committee on Interior and Insular Affairs,
House of Representatives.*

DEAR CONGRESSMAN ENGLE: This is in reply to your letters of February 8, and March 25, 1957, requesting a report on H. R. 3594, H. R. 3592, H. R. 3593, H. R. 3595, H. R. 3596, H. R. 4819, H. R. 4822, and H. R. 5238, identical bills for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

This Department recommends that the proposed legislation be enacted if amended as suggested below.

This proposed legislation would: (1) Establish a bipartisan Outdoor Recreation Review Commission of 4 members each from Senate and

House Interior Committees appointed by the President of the Senate and the Speaker of the House, respectively, and 7 citizens appointed by the President; (2) establish an advisory council to the Commission comprised of liaison officers to be appointed by Federal agencies directly dealing with outdoor recreation and 25 representatives appointed by the Commission representing the States and a variety of specified interest groups; (3) direct Commission to make a nationwide inventory of outdoor recreation resources and opportunities and to report its findings and recommendations to the President and the Congress by December 31, 1959; (4) authorize the Commission to grant funds to cooperating States; (5) authorize appropriations in amounts necessary to carry out the act to be available until expended but not later than June 30, 1960.

We are in agreement with the objectives of the proposed legislation. A nationwide survey of the outdoor recreation resources of the country would provide the basis for better recreational planning and development on State, county, private, and Federal lands. No such inventory or overall appraisal has ever been made.

The Department believes that, except on Federal lands, the primary responsibility for overall recreational planning should rest with the States. The Department is fully in accord with the provisions of section 5 (a) that a variety of State departments and agencies would be represented on the Advisory Council to the Commission. We are also in accord with the authorization of section 6 (e) for the Commission to make direct grants of funds to the States to carry out those aspects of the review as may be best carried out under State direction.

There has been a steady and rapid increase in outdoor recreation use on State, county, private, and Federal lands during the past 10 years, and reliable indicators point to a continuation of this trend. On the national forests recreation use increased from 18 million visits in 1946 to 45½ million visits in 1955. Our estimates, based on the projected growth of population, gross national product, and other factors, indicate 66 million visits to the national forests by 1962 and 79 million by 1967. These estimates follow the same general trend as predictions of the National Park Service for future recreation use in the national parks.

The Commission would serve a useful correlating function between Federal agencies, the States and local governments, and private organizations. If proposed legislation were enacted, the Department of Agriculture would expect to carry out the inventory on the lands it administers and would cooperate fully with the Commission.

It is recommended that the proposed legislation be amended in the following respects:

1. The Commission should be authorized to make funds available to the participating Federal agencies to carry out their aspects of the review in the same manner as the bill proposes to authorize financial assistance to the States.

2. Since the Secretary of Interior and the Secretary of Agriculture are responsible for the administration of most Federal land devoted to recreational use, it is believed they should be included in the membership of the Commission. The Secretary of Health, Education, and Welfare should also be included in the membership of the Commission.

3. It is believed that the Senate Committee on Agriculture and Forestry and the House Committee on Agriculture should be represented on the Commission.

The above recommendations may be accomplished by the following amendments:

At the end of section 6, add the following sentence: "The Commission is also authorized to reimburse Federal agencies for the expenses of liaison officers appointed under section 4 (c) and other cooperation."

In section 3, delete that part of subsection (a) beginning "The Commission hereby" through subsection (a) (2), and substitute therefor the following:

"SEC. 3 (a). The Commission hereby authorized and created shall consist of eighteen members appointed as follows:

(1) One majority and one minority member of the Senate Committee on Interior and Insular Affairs and one majority and one minority member of the Senate Committee on Agriculture and Forestry, to be appointed by the President of the Senate;

(2) One majority and one minority member of the House Committee on Interior and Insular Affairs, and one majority and one minority member of the House Committee on Agriculture, to be appointed by the Speaker of the House; and

(3) The Secretary of the Interior, the Secretary of Agriculture, and the Secretary of Health, Education, and Welfare."

In section 3 (a), change (3) to (4).

The Bureau of the Budget advises that there is no objection to the submission of this report.

Sincerely yours,

E. T. BENSON, *Secretary.*

TENNESSEE VALLEY AUTHORITY,
Knoxville, Tenn., May 29, 1957.

HON. CLAIR ENGLE,

*Chairman, Committee on Interior and Insular Affairs,
House Office Building, Washington, D. C.*

DEAR MR. ENGLE: This is in further response to your letter of May 6, 1957, requesting an expression of TVA's views concerning H. R. 3594, a bill for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

We believe a nationwide inventory and evaluation of outdoor recreation resources and opportunities as contemplated by the bill would be highly desirable. Such a study would, among other things, provide valuable information for use by individual Federal, State, and local agencies interested in particular aspects of recreation development related to their respective programs and activities. Accordingly, we favor the bill's enactment.

This report has been submitted to the Bureau of the Budget which advises that it has no objection to submission of the report to your committee.

Sincerely yours,

HERBERT D. VOGEL,
Chairman of the Board.

DEPARTMENT OF THE ARMY,
Washington, D. C., July 12, 1957.

HON. CLAIR ENGLE,
*Chairman, Committee on Interior and Insular Affairs,
House of Representatives.*

DEAR MR. CHAIRMAN: Reference is made to your request to the Secretary of Defense for the views of the Department of Defense with respect to H. R. 3594, 85th Congress, a bill for the establishment of a National Outdoor Recreation Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes. The Secretary of Defense has assigned to the Department of the Army the responsibility for the preparation of a report.

The Department of the Army interposes no objection to the enactment of the above-mentioned bill, the purpose of which is stated generally in the title.

In the event of enactment of H. R. 3594, the Department of the Army will cooperate to the fullest extent possible in working with the proposed Commission in its study of the outdoor recreational resources of the United States.

The Bureau of the Budget advises that there is no objection to the submission of this report.

Sincerely yours,

WILBUR M. BRUCKER,
Secretary of the Army.

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85TH CONGRESS
2D SESSION

S. 846

[Report No. 1386]

IN THE HOUSE OF REPRESENTATIVES

JUNE 27, 1957

Referred to the Committee on Interior and Insular Affairs

FEBRUARY 25, 1958

Reported with amendments, committed to the Committee of the Whole House
on the State of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

AN ACT

For the establishment of a National Outdoor Recreation Resources
Review Commission to study the outdoor recreation resources
of the public lands and other land and water areas of the
United States, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in order to preserve, develop, and assure accessibility
4 to all American people of present and future generations
5 such quality and quantity of outdoor recreation resources as
6 will be necessary and desirable for individual enjoyment,
7 and to assure the spiritual, cultural, and physical benefits
8 that such outdoor recreation provides; in order to inventory
9 and evaluate the outdoor recreation resources and oppor-

1 tunities of the Nation, to determine the types and location
2 of such resources and opportunities which will be required
3 by present and future generations; and in order to make
4 comprehensive information and recommendations leading to
5 these goals available to the President, the Congress, and
6 the individual States and Territories, there is hereby author-
7 ized and created a bipartisan Outdoor Recreation Resources
8 Review Commission.

9 SEC. 2. For the purposes of this Act—

10 (1) "Commission" shall mean the Outdoor Recreation
11 Resources Review Commission;

12 ~~(2) "Outdoor recreation resources" shall mean the land~~
13 ~~and water areas and the products of such areas of the United~~
14 ~~States, its Territories and possessions which provide oppor-~~
15 ~~tunities for outdoor recreation, including but not limited to~~
16 ~~such pursuits as hunting, fishing, camping, hiking, skiing,~~
17 ~~mountain-climbing, pack-tripping, nature photography,~~
18 ~~scenic appreciation, boating, canoeing and other water ac-~~
19 ~~tivities, wherever carried out or potentially carried out, in-~~
20 ~~cluding but not limited to such areas as the national for-~~
21 ~~ests, the public domain, Indian reservations, wild, wilderness~~
22 ~~and primitive areas; national parks and monuments; wildlife~~
23 ~~refuge, habitat and management areas both Federal and~~
24 ~~States; scenic areas, the marsh and wetlands, coastal beaches,~~

1 reservoir and such other land and water areas, irrespective
2 of ownership, which presently provide or may in the future
3 provide outdoor recreation opportunities.

4 (2) *“Outdoor recreation resources” shall mean the land*
5 *and water areas and associated resources of such areas in the*
6 *United States, its Territories, and possessions which provide*
7 *or may in the future provide opportunities for outdoor*
8 *recreation, irrespective of ownership.*

9 (3) *“Outdoor recreation resources” shall not mean nor*
10 *include recreation facilities, programs, and opportunities*
11 *usually associated with urban development such as play-*
12 *grounds, stadia, golf courses, city parks, and zoos.*

13 SEC. 3. (a) The Commission hereby authorized and
14 created shall consist of fifteen members appointed as follows:

15 (1) Two majority and two minority members of
16 the Senate Committee on Interior and Insular Affairs,
17 to be appointed by the President of the Senate;

18 (2) Two majority and two minority members of
19 the House Committee on Interior and Insular Affairs
20 to be appointed by the Speaker of the House; and

21 (3) Seven citizens, known to be informed about and
22 concerned with the preservation and development of out-
23 door recreation resources and opportunities, and experi-
24 enced in resource conservation planning for multiple

1 resources uses, who shall be appointed by the President,
2 and one of whom shall be designated as chairman by the
3 President.

4 Vacancies occurring on the Commission shall not affect the
5 authority of the remaining members of the Commission to
6 carry out the functions of the Commission, and shall be filled
7 in the same manner as the original positions.

8 (b) The Commission members shall serve without com-
9 pensation, except that each member shall be entitled to re-
10 imbursement for actual travel and subsistence expense in-
11 curred in the services of the Commission and each mem-
12 ber appointed by the President shall be entitled to a per
13 diem allowance not to exceed \$50 per day when actually
14 engaged in Commission business.

15 (c) The Commission shall convene as soon as practi-
16 cable following appointment of its members, to implement
17 the purposes and objectives of this Act.

18 SEC. 4. (a) The Commission is authorized, without re-
19 gard to the civil-service laws and regulations, to appoint and
20 fix the compensation of an executive secretary and such addi-
21 tional personnel as may be necessary to enable it to carry
22 out its functions, except that any Federal employees subject
23 to the civil service laws and regulations who may be as-

1 signed to the Commission shall retain civil service status
2 without interruption or loss of status or privilege.

3 (b) The Commission shall establish headquarters in
4 the District of Columbia and shall make such other arrange-
5 ments as are necessary to carry out the purposes of this Act.

6 (c) The Commission shall request the Secretary of
7 each Federal Department or head of any independent
8 agency which includes an agency or agencies with a direct
9 interest and responsibility in any phase of outdoor recrea-
10 tion to appoint, and he shall appoint for each such agency
11 a liaison officer who shall work closely with the Commis-
12 sion and its staff.

13 SEC. 5. (a) There is hereby established an advisory
14 council which shall consist of the liaison officers appointed
15 under section 4 (c), together with twenty-five additional
16 members appointed by the Commission who shall be repre-
17 sentative of the various major geographical areas and citizen
18 interest groups including the following: State game and fish
19 departments, State park departments, State forestry de-
20 partments, private organizations working in the field of
21 outdoor recreation resources and opportunities, landowners,
22 State water pollution control agencies, State water develop-

1 ment agencies, private forestry interests, *livestock interests*,
2 *mining interests*, *State travel commissions*, *petroleum pro-*
3 *duction interests*, commercial fishing interests, commercial
4 outdoor recreation interests, industry, education, labor, public
5 utilities, and municipal governments.

6 (b) The functions of the advisory council shall be to
7 advise and counsel the Commission in the development of
8 ways, means, and procedures whereby maximum coopera-
9 tion may be obtained from all agencies and groups whose
10 assistance in accomplishing the purposes of this Act will be
11 required in arriving at sound methods and criteria for eval-
12 uating outdoor recreation resources data assembled and other-
13 wise to advise and assist the Commission in carrying out the
14 purposes of the Act.

15 (c) Members of the advisory council, except those
16 employed by the Federal Government and assigned to the
17 Commission as liaison officers, shall serve without com-
18 pensation except that each shall be entitled to reimbursement
19 for actual travel and subsistence expenses incurred in attend-
20 ing meetings of the advisory council called by the Chairman
21 of the Commission, or incurred in carrying out duties assigned
22 by the Chairman of the Commission.

23 (d) The Chairman of the Commission shall call an
24 initial organization meeting of the advisory council, a meet-
25 ing of such council each six months thereafter, and a final

1 meeting of such council prior to transmitting the final report
2 to the President and the Congress.

3 SEC. 6. (a) The Commission shall proceed as soon as
4 practicable to set in motion a nationwide inventory and
5 evaluation of outdoor recreation resources and opportunities,
6 directly and through the Federal agencies, the States, and
7 private organizations and groups, utilizing to the fullest
8 extent possible such studies, data, and reports previously
9 prepared or concurrently in process by Federal agencies,
10 States, private organizations, groups, and others.

11 (b) The Commission shall compile such data and in
12 the light of the data so compiled and of information available
13 concerning trends in population, leisure, transportation, and
14 other factors shall determine the amount, kind, quality, and
15 location of such outdoor recreation resources and opportuni-
16 ties as will be required by the year 1976 and the year 2000,
17 and shall recommend what policies should best be adopted
18 and what programs be initiated, at each level of government
19 and by private organizations and other citizen groups and
20 interests, to meet such future requirements.

21 (c) The Commission shall present not later than De-
22 cember 31, 1959, *September 1, 1961*, a report of its review, a
23 compilation of its data, and its recommendations on a State by
24 State, region by region, and national basis to the President
25 and to the Congress, and shall cease to exist not later than one

1 year thereafter. Such report, compilation, and recommenda-
2 tions shall be presented in such form as to make them of maxi-
3 mum value to the States and shall include recommendations as
4 to means whereby the review may effectively be kept cur-
5 rent in the future. The Commission, on its own initiative or
6 on request of the President or the Congress, shall prepare
7 interim or progress reports on particular phases of its review.

8 (d) The Commission is authorized to conduct public
9 hearings and otherwise to secure data and expressions of
10 opinion.

11 (e) The Commission is authorized to make direct grants
12 to the States, and to transfer necessary funds to Federal
13 agencies, from sums appropriated pursuant to section 8,
14 to carry out such aspects of the review as the Commission
15 may determine can best be carried out by the States, or
16 Federal agencies, under such arrangements and agreements
17 as are determined by the Commission; and may enter into
18 contracts or agreements for studies and surveys with public
19 or private agencies and organizations. *The Commission is*
20 *also authorized to reimburse Federal agencies for the expenses*
21 *of liaison officers appointed under section 4 (c) and other*
22 *cooperation.*

23 SEC. 7. The Commission, in its inquiries, findings, and
24 recommendations, shall recognize that present and future
25 solutions to problems of outdoor recreation resources and

1 opportunities are responsibilities at all levels of government,
2 from local to Federal, and of individuals and private organi-
3 zations as well. The Commission shall recognize that lands,
4 waters, forest, rangelands, wetlands, wildlife and such other
5 natural resources that serve economic purposes also serve
6 to varying degrees and for varying uses outdoor recreation
7 purposes, and that sound planning of resource utilization for
8 the full future welfare of the Nation must include coordina-
9 tion and integration of all such multiple uses.

10 ~~SEC. 8. There are hereby authorized to be appropriated~~
11 ~~such sums as are necessary to carry out the purposes of this~~
12 ~~Act, which sums shall be available to the Commission until~~
13 ~~expended.~~

14 *SEC. 8. There are hereby authorized to be appropriated*
15 *not more than \$2,500,000 to carry out the purposes of this*
16 *Act, and such moneys as may be appropriated shall be*
17 *available to the Commission until expended.*

18 SEC. 9. This Act may be cited as "the Outdoor
19 Recreation Resources Review Act".

Passed the Senate June 26 (legislative day, June 21),
1957.

Attest:

FELTON M. JOHNSTON,

Secretary.

AN ACT

For the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

JUNE 27, 1957

Referred to the Committee on Interior and Insular Affairs

FEBRUARY 25, 1958

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

Issued June 17, 1958
For actions of June 16, 1958
85th-2d, No. 98

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HIGHLIGHTS: House passed bills: To extend Defense Production Act. For study of outdoor recreation resources. House received conference report on pay raise bill. Sen. Humphrey introduced and discussed bill to provide export program for dairy products. Rep. Cooley introduced omnibus farm bill.

SENATE

1. DAIRY INDUSTRY. Sen. Fulbright referred to the fact that in 1957 per capita consumption of margarine exceeded that of butter, and stated that passage of non-discriminatory legislation had not resulted in the dangers alleged, that farmers were profiting from sales of margarine raw materials, and that removal of further restrictions (including passage of H. R. 912, to allow the Navy to utilize margarine in certain circumstances) would benefit producers and consumers alike. pp. 10183-5
2. HUMANE SLAUGHTER. Sen. Neuberger commended the efforts to pass humane slaughter legislation and inserted two editorials from Jewish magazines supporting such bills. pp. 10197-9
3. PERSONNEL ETHICS. Sen. Proxmire inserted various items concerning ethics and the acceptance of gifts, including a list of the gifts given the President, 1953-55, articles on Caesar's wife and business ethics, and a report from the Library of Congress, "A Study of Gratuities and the Public Employee." pp. 10185-95

4. REORGANIZATION. The Reorganization Subcommittee ordered adversely reported to the Government Operations Committee S. Res. 297, to disapprove Reorganization Plan No. 1 of 1958, to merge the Office of Defense Mobilization and the Federal Civilian Defense Administration. The effect of this action would approve the plan. p. D546
5. SMALL BUSINESS. The Banking and Currency Committee reported with amendments H. R. 7963, to extend the Small Business Act of 1953 and increase the SBA loan authority (S. Rept. 1714). p. 10178
6. PROPERTY. Passed without amendment H. J. Res. 427, to convey the Federal reversionary right to a tract in Kerr County, Texas, which was granted to the County to be used solely for agricultural purposes for 25 years from 1956, and is now used for 4-H Club purposes, which the County now wants to use for recreational purposes since they have developed a lake near by. This bill will now be sent to the President. p. 10181
7. FOREIGN TRADE. Both Houses received from the National Advisory Council on International Monetary and Financial Problems a report for July-Dec. 1957. pp. 10176, 10178.
8. RECLAMATION. Both Houses received a letter from the Interior Department stating that, due to a request for delay by water users, no report would be submitted on the San Luis Valley Project, Rio Grande and Weminuche Pass divisions, Colo., at this time. pp. 10176, 10178.
Both Houses received from the Interior Department a report that the Roosevelt Water Conservation District, Rigley, Ariz., had applied for a loan of \$2,780,000 for project works estimated to cost \$3,030,000. pp. 10176, 10178
9. LEGISLATIVE PROGRAM. Sen. Johnson announced that S. 3910, the rivers and harbors and flood control bill (which he termed generally approved as a substitute for S. 497, which was vetoed), would be considered at an early date, after consideration of the labor bill and the space bill were concluded. p. 10182

HOUSE

10. DEFENSE PRODUCTION. Passed under suspension of the rules H. R. 10969, to extend the Defense Production Act for 2 years until June 30, 1960. pp. 10144-146
11. FORESTRY. Passed under suspension of the rules S. 846, to establish a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and the other land and water areas of the U. S. pp. 10153-164

The "Daily Digest" states that the Indian Affairs Subcommittee of the Interior and Insular Affairs Committee held hearings on S. 3051, H. R. 9737, and H. R. 10375, relating to termination of Federal supervision over the Klamath Indians, including timberlands, and that executive consideration of the bills is scheduled for today, June 17. p. D548

Passed without amendment H. R. 11253, to authorize the Secretary of Agriculture to exchange certain lands and improvements of the Forest Service with the city of Redding, Calif. p. 10142

Passed without amendment H. R. 10321, to authorize the exchange of lands within the Estes Park Administrative Site, Roosevelt National Forest, for lands of equal value outside the Forest. p. 10144

claimed that the banks should be compensated. That is not the question at all. It is a gift, a bonus, or a subsidy to the banks for which they render no service whatever. It is an unearned bonus or subsidy. I do not think we should continue it when it is unnecessary.

Remember this, that the money, from \$3 to \$6 billion that is in these commercial banks at all times through the year, is not even checked on by the Secretary of the Treasury. The Secretary of the Treasury never checks on this money. Another transaction must be made. The money has to be called into the Federal Reserve banks before it can be checked on. So it is beyond the reach of the Treasury on deposit in these banks, and it should not be. We should save the taxpayers from \$150 to \$200 million a year by using the authority that is in this bill.

Every week the Treasury sells bills. We sell them on a discount basis. Of course they are sold on Monday and they are not paid for until Thursday. That means a few dealers who buy these bills have until Thursdays to sell them at a profit, which they normally do. That is uncalled for. They could use the power in this bill and save the people a lot of that money, not all of it but a large part of it.

Furthermore, since it is related to the same subject, I suggested that the Treasury should not sell bonds at a fixed rate of interest which is say 3½ percent or three and a half percent, but the Treasury should sell these bonds competitively. That is the way all the States sell their bonds. That is the way bonds generally are sold by corporations. So why should not the United State Government sell its bonds competitively and give everybody a chance, and in that way save the Treasury some money? The very minute that the three-and-a-quarter rate is announced the dealers buy them up and then sell them at a profit, and then they are competitively sold to anybody who wants to buy them on the market. Why should they not be sold competitively in the beginning? There is no reason why it should not be done. It would save the taxpayers a lot of money. It would give everybody a fair and equal chance to get one of the bonds if he wanted to. But as it is, a person going to buy one must wait usually until the dealer gets the bonds, and then they sell them and make a profit on them.

The SPEAKER. The question is, Will the House suspend the rules and pass the bill?

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

A motion to reconsider was laid on the table.

NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

Mr. ENGLE. Mr. Speaker, I move to suspend the rules and pass the bill (S. 846) for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recrea-

tion resources of the public lands and other land and water areas of the United States, and for other purposes, as amended.

The Clerk read as follows:

Be it enacted, etc., That in order to preserve, develop, and assure accessibility to all American people of present and future generations such quality and quantity of outdoor recreation resources as will be necessary and desirable for individual enjoyment, and to assure the spiritual, cultural, and physical benefits that such outdoor recreation provides; in order to inventory and evaluate the outdoor recreation resources and opportunities of the Nation, to determine the types and location of such resources and opportunities which will be required by present and future generations; and in order to make comprehensive information and recommendations leading to these goals available to the President, the Congress, and the individual States and Territories, there is hereby authorized and created a bipartisan Outdoor Recreation Resources Review Commission.

SEC. 2. For the purposes of this act—

(1) "Commission" shall mean the Outdoor Recreation Resources Review Commission;

(2) "Outdoor recreation resources" shall mean the land and water areas and associated resources of such areas in the United States, its Territories, and possessions which provide or may in the future provide opportunities for outdoor recreation, irrespective of ownership.

(3) "Outdoor recreation resources" shall not mean nor include recreation facilities, programs, and opportunities usually associated with urban development such as playgrounds, stadiums, golf courses, city parks, and zoos.

SEC. 3. (a) The Commission hereby authorized and created shall consist of 15 members appointed as follows:

(1) Two majority and two minority members of the Senate Committee on Interior and Insular Affairs, to be appointed by the President of the Senate;

(2) Two majority and two minority members of the House Committee on Interior and Insular Affairs to be appointed by the Speaker of the House; and

(3) Seven citizens, known to be informed about and concerned with the preservation and development of outdoor recreation resources and opportunities, and experienced in resource conservation planning for multiple resources uses, who shall be appointed by the President, and one of whom shall be designated as chairman by the President. Vacancies occurring on the Commission shall not affect the authority of the remaining members of the Commission to carry out the functions of the Commission, and shall be filled in the same manner as the original positions.

(b) The Commission members shall serve without compensation, except that each member shall be entitled to reimbursement for actual travel and subsistence expense incurred in the services of the Commission and each member appointed by the President shall be entitled to a per diem allowance not to exceed \$50 per day when actually engaged in Commission business.

(c) The Commission shall convene as soon as practicable following appointment of its members, to implement the purposes and objectives of this act.

SEC. 4. (a) The Commission is authorized, without regard to the civil-service laws and regulations, to appoint and fix the compensation of an executive secretary and such additional personnel as may be necessary to enable it to carry out its functions, except that any Federal employees subject to the civil-service laws and regulations who may be assigned to the Commission shall retain

civil-service status without interruption or loss of status or privilege.

(b) The Commission shall establish headquarters in the District of Columbia and shall make such other arrangements as are necessary to carry out the purposes of this act.

(c) The Commission shall request the Secretary of each Federal Department or head of any independent agency which includes an agency or agencies with a direct interest and responsibility in any phase of outdoor recreation to appoint, and he shall appoint for each such agency a liaison officer who shall work closely with the Commission and its staff.

SEC. 5. (a) There is hereby established an advisory council which shall consist of the liaison officers appointed under section 4 (c), together with 25 additional members appointed by the Commission who shall be representative of the various major geographical areas and citizen interest groups including the following: State game and fish departments, State park departments, State forestry departments, private organizations working in the field of outdoor recreation resources and opportunities, landowners, State water-pollution control agencies, State water development agencies, private forestry interests, livestock interests, mining interests, State travel commissions, petroleum production interests, commercial fishing interests, commercial outdoor recreation interests, industry, education, labor, public utilities, and municipal governments.

(b) The functions of the advisory council shall be to advise and counsel the Commission in the development of ways, means, and procedures whereby maximum cooperation may be obtained from all agencies and groups whose assistance in accomplishing the purposes of this act will be required in arriving at sound methods and criteria for evaluating outdoor recreation resources data assembled and otherwise to advise and assist the Commission in carrying out the purposes of the act.

(c) Members of the advisory council, except those employed by the Federal Government and assigned to the Commission as liaison officers, shall serve without compensation except that each shall be entitled to reimbursement for actual travel and subsistence expenses incurred in attending meetings of the advisory council called by the Chairman of the Commission, or incurred in carrying out duties assigned by the Chairman of the Commission.

(d) The Chairman of the Commission shall call an initial organization meeting of the advisory council, a meeting of such council each 6 months thereafter, and a final meeting of such council prior to transmitting the final report to the President and the Congress.

SEC. 6. (a) The Commission shall proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly and through the Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups, and others.

(b) The Commission shall compile such data and in the light of the data so compiled and of information available concerning trends in population, leisure, transportation, and other factors shall determine the amount, kind, quality, and location of such outdoor recreation resources and opportunities as will be required by the year 1976 and the year 2000, and shall recommend what policies should best be adopted and what programs be initiated, at each level of government and by private organizations and

other citizen groups and interests, to meet such future requirements.

(c) The Commission shall present not later than September 1, 1961, a report of its review, a compilation of its data, and its recommendations on a State by State, region by region, and national basis to the President and to the Congress, and shall cease to exist not later than 1 year thereafter. Such report, compilation, and recommendations shall be presented in such form as to make them of maximum value to the States and shall include recommendations as to means whereby the review may effectively be kept current in the future. The Commission, on its own initiative or on request of the President or the Congress, shall prepare interim or progress reports on particular phases of its review.

(d) The Commission is authorized to conduct public hearings and otherwise to secure data and expressions of opinion.

(e) The Commission is authorized to make direct grants to the States, and to transfer necessary funds to Federal agencies, from sums appropriated pursuant to section 8, to carry out such aspects of the review as the Commission may determine can best be carried out by the States, or Federal agencies, under such arrangements and agreements as are determined by the Commission; and may enter into contracts or agreements for studies and surveys with public or private agencies and organizations. The Commission is also authorized to reimburse Federal agencies for the expenses of liaison officers appointed under section 4 (c) and other cooperation.

SEC. 7. The Commission, in its inquiries, findings, and recommendations, shall recognize that present and future solutions to problems of outdoor recreation resources and opportunities are responsibilities at all levels of government, from local to Federal, and of individuals and private organizations as well. The Commission shall recognize that lands, waters, forest, rangelands, wetlands, wildlife, and such other natural resources that serve economic purposes also serve to varying degrees and for varying uses outdoor recreation purposes, and that sound planning of resource utilization for the full future welfare of the Nation must include coordination and integration of all such multiple uses.

SEC. 8. There are hereby authorized to be appropriated not more than \$2,500,000 to carry out the purposes of this act, and such moneys as may be appropriated shall be available to the Commission until expended.

SEC. 9. This act may be cited as "the Outdoor Recreation Resources Review Act."

The SPEAKER. Is a second demanded?

Mr. SAYLOR. Mr. Speaker, I demand a second.

The SPEAKER. Without objection, a second will be considered as ordered.

There was no objection.

Mr. ENGLE. Mr. Speaker, this measure, as the title indicates, is for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes. Ten House Members, including me, have introduced similar bills, all referred to in the House report.

Mr. Speaker, the recreational facilities throughout the United States, especially on the public lands of our country, are rapidly becoming overcrowded and overused. The genesis of this bill is the fact that unless we move very soon to conserve those lands and public areas that can be used for recreational purposes

they will be taken up for some other purposes.

This year we passed through the Congress and enacted into law legislation which would require the military authorities of the country to come to the Congress at any time they undertook to acquire more than 5,000 acres of public land.

One of our concerns, which prompted that legislation, is the fact that these primitive areas that can be used for recreation are very rapidly getting away from us. In addition, there is no way to correlate the present recreational facilities and the actions by the Federal Government with those of the local government agencies of one kind or another. Many of us would much prefer that recreational facilities carried on the public lands and on the great water projects built by the Federal Government be in the hands of local people, but we have not been able to devise a method of proper correlation. In addition, we find that there is consistently a duplication of effort in one field and another. Roadside rests is one example. So the function of this commission to inventory in a very broad sense the recreational resources of the Nation and to lay out a general plan for preserving those recreational facilities for the generations to come and to plan their correlated development. The bill provides for a bipartisan commission with four members from the House, four members from the Senate and seven public members, appointed by the President of the United States. The commission would be required to report by 1961. The departmental reports are all favorable. The Bureau of the Budget has registered no protest against this legislation. There was no opposition to it in the committee. On page 6 of the committee report will be seen a list of a great number of the various conservation and sportsmen and other agencies including the American Forestry Association, the American Pulp Wood Association, the Outdoor Writers' Association, the Outdoor Boating Club of America and so forth, all endorsing this legislation. The six States of California, Colorado, Illinois, Tennessee, Washington and Utah, through their conservation agencies or their Governors, all urge the passage of this important piece of legislation in order to get the conservation facilities of the country under control.

Mr. NICHOLSON. Mr. Speaker, will the gentleman yield?

Mr. ENGLE. I yield.

Mr. NICHOLSON. Is there some kind of commission now in existence that has been studying these areas?

Mr. ENGLE. No, there is none of this type, as provided in this legislation.

Mr. NICHOLSON. Down on Cape Cod, Massachusetts, there is a 23 mile stretch of land which would be taken over under a bill which has been introduced. Somebody must have investigated that and put a bill in to do that. Would the gentleman know how they plan to take the 23 or 33 miles there?

Mr. ENGLE. We have no bill of that nature, I will say to the gentleman,

pending before the committee, that I know of at the present time.

Mr. NICHOLSON. There is a bill before the gentleman's committee relative to taking that land which was introduced by two gentlemen from Massachusetts.

Mr. ENGLE. I do not know of any and if there is, I have not heard of it. Further, I might point out to the gentleman, the pending bill before us does not deal with that sort of situation.

Mr. NICHOLSON. This proposes that the Federal Government take more recreational areas and to go into my State and your State and pick out likely spots and have them come under the jurisdiction of the United States Government for purposes of recreation.

Mr. ENGLE. No, it does not. The gentleman is in error. The purpose of this legislation is to review the recreational facilities on Federal public lands and areas now held by the Federal Government.

Mr. NICHOLSON. That is not what the last sentence says. It says, "and for other purposes" which lets them come down into my district and pick up this land. That is my opinion as to what the bill would provide.

Mr. ENGLE. No, it does not. It does not authorize the Federal Government to do anything on earth except to inventory the recreational resources of the Federal Government and to study the recreational potentialities of the country in connection with State and local agencies.

Mr. NICHOLSON. So far as taking this inventory is concerned, do we not know now the area of the public lands which are under the jurisdiction of the Federal Government through the wildlife and recreation agencies and some 1 or 2 other agencies of the Federal Government?

Mr. ENGLE. Yes, we do, but this is a further study of the recreational potentialities of areas owned by the Federal Government.

Mr. NICHOLSON. Let me say that I am just a little bit suspicious about this kind of proposition, and I believe the people of the district I represent in the State of Massachusetts would be a little bit suspicious of this, when a bill would provide for the taking over of land without stating the metes and bounds and without providing whether land is to be taken by eminent domain or otherwise.

Mr. ENGLE. This bill does not do that.

I yield to the gentleman from Iowa [Mr. JENSEN].

Mr. JENSEN. Mr. Speaker, I am sure the gentleman from Massachusetts [Mr. NICHOLSON] should have his fears allayed, because, as I understand this bill for a Natural Outdoor Recreation Resources Review Commission, it is to review such projects as are proposed in the gentleman's district. The responsibility of this Review Commission will be to look into such requests and to determine whether or not they are justified and feasible. I am sure that this proposed Commission will have a very important job to do. Without doubt there

have been recreation areas created that possibly should not have been created, and the responsibility and the duty of this Commission is to check into it and see that such projects are justified or they will give an adverse report.

Mr. ENGLE. I appreciate the comments made by the gentleman from Iowa [Mr. JENSEN].

I would like to say again that this does not authorize the Federal Government to take any land at all. If the gentleman does not want the establishment of a recreational area, this would be the place for him to go to present his argument.

I yield to the gentleman from California [Mr. BALDWIN].

Mr. BALDWIN. Mr. Speaker, I would like to congratulate the gentleman and his committee for bringing out this bill. There is such pressure now for recreation facilities on Federal lands that there will have to be much more supervision of those facilities, and I am sure this is a step in the right direction.

Mr. THOMSON of Wyoming. Mr. Speaker, will the gentleman yield?

Mr. ENGLE. I yield.

Mr. THOMSON of Wyoming. Just to keep the record straight, I do not believe the gentleman intends to infer that there would not be any study made in a State.

Mr. ENGLE. No. That is what I said to the gentleman from Massachusetts [Mr. NICHOLSON], that in connection with the correlation of effort to put recreation on a sensible basis so that there will be no overlapping or confusion, that propositions such as the gentleman from Massachusetts [Mr. NICHOLSON] brings up could be and would be discussed. But there is no power in this Commission to take a single square foot of land.

Mr. THOMSON of Wyoming. I thank the gentleman.

Mr. JENSEN. Mr. Speaker, will the gentleman yield?

Mr. ENGLE. I yield.

Mr. JENSEN. I think the gentleman should know that the Izaak Walton League is very much in favor of this legislation. No one can accuse the Izaak Walton League of being anything but a fine organization that is interested only in the proper functioning of the things in which they are so greatly interested. I have great respect for the Izaak Walton League, and I am sure the gentleman from Massachusetts [Mr. NICHOLSON] does. They are considered very much in favor of this legislation.

Mr. ENGLE. I yield to the gentleman from Pennsylvania [Mr. SAYLOR].

Mr. SAYLOR. Mr. Speaker, I would like to agree with the chairman of our committee. Every major conservation group in America has come before our committee and heartily endorsed this bill. There were only one or two minor questions raised with regard to that, and they have all been taken care of in committee amendments. I feel certain that this bill will not infringe upon the people of Massachusetts. It will provide the people with an opportunity to present to this commission the needs of the people of Massachusetts both from a state, local, and national level, and it will hold true not only for Massachusetts

but for every other state in the union. This will give us an opportunity for the first time to have an inventory of the recreational resources of this country.

Mr. ENGLE. I shall be glad to yield now to the gentleman from Massachusetts [Mr. NICHOLSON].

Mr. NICHOLSON. I am thoroughly well convinced that this particular bill is not going to hurt the district I represent, but I am still very suspicious. For instance, out at Monomoy Point, as you will see it on the map of Massachusetts, if you have one, they took land for a bird sanctuary. The only birds we have out there are gulls. They may look pretty good, but you cannot eat them. That is what happened at Monomoy, and I do not want to see it happen to Cape Cod east of Provincetown for a distance of 23 or 33 miles.

The gentleman cannot blame me for getting up here and asking some questions.

Mr. ENGLE. I am glad the gentleman did.

Mr. NICHOLSON. I know the gentleman would not blame me at all, but I think we have a department now that has all these public lands under its control. Why would it not be possible to refer this bill to them for study instead of setting up another commission of eight, ten, twelve or fifteen members?

Mr. ENGLE. That is a good question. Let me answer it. The reason is that there are so many agencies involved in these various recreational fields that no single agency could handle it without being under suspicion of grinding its own axe. To avoid this we created an independent commission to do it.

Handling such matters now are the Army engineers, the Bureau of Reclamation, the Interior Department, the Department of Agriculture, just to mention four; then there is the Fish and Wildlife Service, the Indian Service, and right on down the line. That is why we set up an independent Commission. Eight of the members of the Commission are Members of the Congress of the United States, 4 from the House and 4 from the Senate.

Mr. NICHOLSON. I thank the gentleman for being so nice to me.

Mr. GROSS. If the gentleman will yield, that is the thing that disturbs me about the bill; the setting up of another Commission. Why could not the Department of the Interior do it instead of a Commission and an Advisory Council? The bill also calls for an appropriation of \$2,500,000. We are already spending money in various bureaus and departments in connection with the very thing you are calling upon this Commission to look into. There may be a need for some correlation, but can you not get it with the personnel already employed, with people already being paid?

Mr. ENGLE. I may say to the gentleman from Iowa that were the Interior Department to be designated to make this survey, the other agencies would get suspicious.

Another thing, this Advisory Committee is not paid; they receive no compensation. The only way we could get this thing together was to set up an inde-

pendent Commission. I may say further that 8 of the 15 members are to be Members of the Congress of the United States, 4 from the Senate and 4 from the House. The others will be drawn from the public, appointed by the President. The only way to get this done is to do it this way.

Mr. GROSS. Did the gentleman say "suspicious" or "jealous"?

Mr. ENGLE. They are both suspicious and jealous.

Mr. GROSS. The gentleman may be right that we have to have something of this sort, but I cannot go along with the idea of very many more commissions. We have them running out of our ears all over the Government, advisory commissions, management commissions, advisory councils, consultants, and all that sort of thing; they are running out of our ears now.

Mr. ENGLE. It is perfectly true there are a great number of them, but I call the gentleman's attention to the fact that the bill contains terminal facilities, that it comes to an end automatically.

Mr. Speaker, I wish to register my vigorous support of S. 846. I am the coauthor of a similar bill in the House. This proposed legislation to establish an Outdoor Recreation Resources Review Commission is badly needed. By numerous past cumulative actions, the Congress has authorized a variety of Federal functions in the Departments of Interior, Defense, and Agriculture which affect recreational facilities and opportunities on Federal properties. The 48 States also have similar programs with respect to State and private lands.

But nowhere and at no time has an effort been made to survey the overall national recreational needs, to bring together a review of existing programs, and to attempt to look ahead and outline future requirements. This is needed, for one thing, to eliminate waste in duplication or false effort. For another, it is needed to correlate these fine programs. Finally, there is a pressing requirement to look into the future and estimate what facilities and programs will be needed for outdoor recreation of all sorts—and to plan to meet this need.

Our needs are great. For sport fishing alone, a subject in which I and many of you have considerable personal interest, demand is already tremendous and expanding by leaps and bounds. The recent national survey of fishing and hunting, sponsored by the United States Fish and Wildlife Service, revealed that recreational fishing has become the most popular of all forms of outdoor participation sports. About 21 million American citizens, 12 years or older, were found to depend on angling for their outdoor recreation in 1955. Counting youngsters under 12, and heeding increases in the number of fishing licenses sold since then, it is conservatively estimated that between twenty-five and thirty million Americans regularly fish for sport at present.

The rate of increase in use of water areas—principally for sport fishing and allied uses such as boating—has eclipsed all other known recreational statistics by manyfold. For example, in the past much has been made in this Chamber

of the increased numbers of recreational visits to the national parks. We have authorized Mission 66 to improve park facilities as a result. Much has been made also of increased use of our national forests. We have established Operation Outdoors to meet that responsibility.

But, little attention has been paid to the far greater rate of use—pressure being exerted on our water resources. On the reservoir properties of the United States Army, Corps of Engineers, alone, there has been in excess of a five-fold increase in recreational visits since 1950—less than a decade. In 1950, there were 16 million such visits to the 3 million acres of engineer reservoirs. By 1957 that number had swollen to more than 84.7 million. The fact that fishing is the big drawing card is evident from the finding from State survey reports that corps reservoirs in Oklahoma and Missouri were supporting an average of 20 or more man-days of fishing annually per acre by 1956.

For comparison, in 1956 there were 20 million recreational visits on 13.1 million acres of national parks. In 1940, there were 7.3 million visits on 10.2 million acres. These figures are but fractions of the rate of increase and the average visits per acre on the water areas mentioned. The national forests, within the 48 States, comprising about 160 million acres, absorbed about 52.5 million visitors in 1956—a nearly three-fold increase over 1946. Here, too, the urge to be “out fishing” was one of the leading motivations for visiting these areas. In 1956, the chief purpose of 18 percent of the visits was for fishing. It was exceeded only by sightseeing—27 percent—and picnicking—24 percent.

In 1955, nearly 400 million man-days were expended by anglers for their favorite means of recreation. One estimate of future fishing pressure places the corresponding figure for 1980 at nearly 1.4 billion man-days. Obviously, plans must be effected to maintain the resource base in order to meet this burgeoning demand. Yet, we do not even know the total area of water for fishing we have in this country. We do not know what proportion we have in natural and artificial lakes, ponds, reservoirs, streams, rivers, coastal embayments, marine, brackish, and fresh. This is certainly the cornerstone on which effective planning must be built.

We do not know what condition these waters are in, how much is on private, and public lands and where they are located. We do not know how much is permanent, how much is temporary, how much is polluted, how much is being drained away or silted in. These are some of the basic facts we need to have in order to plan wisely for the future. Just as a manager of a supermarket needs to have at his disposal an inventory of the stock on his shelves, so too must the water resource manager.

This proposal is vital, potentially or otherwise, to virtually every household in America, either directly or indirectly. In 1955, there was at least 1 in every 4 households containing at least 1 angler. About 1 in every 5 persons fished for recreation. One in every 4

men and 1 in every 11 women—and children, similarly—is an ardent sport fisherman.

These people drove some 8 billion miles. In addition, they spent \$2 billion for the goods and services they require in pursuit of their sport. These expenditures averaged out to \$92 per person per year. Nearly 140,000 persons are directly engaged in the manufacture and basic supply of the goods used—fishing tackle, boats, motors, trailers, camping equipment and other general sporting goods, gas, oil, and so forth. I cite these figures to emphasize that a significant sport fishing industry has developed in the past decade or so to service the needs of the vast sport fishing public. It has become an important element in the Gross National Product.

I believe that the Congress, therefore, has a triple responsibility—to the general public, to labor, and to industry—to adopt the legislation proposed in S. 894. I believe it is long overdue in the public welfare. It is a constructive proposal designed to inject order into increasingly chaotic development of recreational programs. I urge the Congress to give S. 894 its wholehearted support.

GENERAL LEAVE TO EXTEND

Mr. Speaker, I ask unanimous consent that all Members may have the privilege of extending their remarks with reference to this bill at this point in the RECORD.

The SPEAKER. Is there objection to the request of the gentleman from California?

There was no objection.

Mr. ASPINALL. Mr. Speaker, during my nearly 10 years as a Member of this body I do not recall another piece of conservation legislation as noncontroversial and as widely supported by all elements of our society as the bill now before us. It is designed to achieve an essential, nation-wide objective of great concern to all Americans. It is simple, specific, and to the point. It will, when enacted, provide a firm and sound base upon which plans and programs at all levels of government, and by private interests as well, may contribute realistically and comprehensively to the future of America's great outdoor recreation heritage.

Our Nation has been blessed with a wealth of natural resources, enough to take care of the needs of every citizen. In fact, historically there has been a surplus permitting us to use these resources for purposes other than just to provide food, clothing, shelter, and all the elements going to make up our economic stability and strength. Our natural resources have underwritten and made possible the social, spiritual and other intangible values which have made our culture unique and which in the last analysis will provide the great bulwark against the forces which would destroy the free peoples of the world.

Looming large in this aspect of the American character is our love for the outdoors and for outdoor recreation activity. We come by it naturally. The outdoors and for outdoor recreation faced our ancestors as they colonized

the eastern seaboard. It was the basic fact of life for the pioneers as they moved civilization westward across the continent. For most Americans, until very recent years, outdoor experience was an integral part of our daily lives, on the farms and prairies, in the forests and mountains, on the lakes and streams and out into the blue waters of our oceans. Who would deny that life in the outdoors, for three centuries, has given Americans a toughness of body, vigor of mind, wholesome attitudes, initiative, resourcefulness, perspective and self-reliance. Outdoor living and outdoor experience is a cherished heritage, which we as a Nation must preserve for future generations of Americans. It will be essential to their physical and mental well-being as it has been to ours.

Blessed with an abundance of resources, we have tended to consider them inexhaustible—we took them for granted—we assumed they would always be in abundance. We were lavish and prodigal. We know better now, and over the past half century important progress has been made in the conservation of our basic resource wealth—soil, water, forests and wildlife. This change of attitude did not just happen. Clear-headed leaders and thinkers saw the handwriting on the wall—they studied the facts, they evaluated the trends, they made their data available to the public. Public opinion was quick to insist that conservation of natural resources be accepted as basic national policy.

We have long recognized outdoor recreation opportunity for all the people as basic national policy. It has been so recognized likewise by the States and Territories. Our great national park system was established with this objective in mind. Park systems in the States were established for the same purposes. The national forests and the State forests have been administered with public recreation as a purpose. The programs of the United States Fish and Wildlife Service and those of the State game, fish and conservation commissions similarly have been established and administered with the objective of preserving wildlife resources and the recreation they provide not only for sportsmen but for the great mass of the public who enjoy wildlife for itself.

None of us have recognized fully, however, that the opportunities for wholesome outdoor recreation have been diminishing and that in the face of an ever-increasing demand. Hence, our planning and programing have been inadequate, piecemeal and uncoordinated. It is interesting and encouraging that the National Park Service, the Forest Service, the Fish and Wildlife Service, the Bureau of Land Management, independently have recognized this situation and have undertaken long-range programs, Mission 66, Operations Outdoors for example, in an effort to match recreation facilities with recreation demand. But these programs, splendid as they are, will not be enough.

The resources upon which recreation is based are diminishing primarily due to our burgeoning population, expanding

communities, industrialization, airports, highways, and all the other attributes of our system which occupy space previously useful for recreation. The trend continues at an alarming rate. It has been pointed out that in 1776, when we declared our independence, there were some 600 acres of land, water and resources for each citizen of that day. Today, with a population of 173 million, the individual share has been reduced to 13½ acres. In 1976 when we celebrate our bicentennial, the individual share will have been reduced to 10 acres, and by the year 2,000, to 8 acres or less.

Eight acres from which to obtain all our necessities and luxuries and on which we shall also be dependent for outdoor recreation opportunity.

The increase in demand, however, does not stem only from the population factor. Higher standards of living, increased leisure, improved transportation facilities, more frequent need for relaxation to counteract the stresses and strains of complex modern-day living, adds year by year to the pressures on inadequate recreation resources. Not only are more people participating in a wider variety of outdoor recreation pursuits, they are spending more time participating in such activities—about twice as much time just in the past decade.

For example, recreation use of the national forests increased from 6 million visits in 1926 to 53 million visits in 1956.

The Park Service recorded 22 million visitors in 1946 and in excess of 59 million in 1957.

Visitors to Army Engineer projects increased from 16 million in 1950 to some 80 million in 1957.

In the State park systems we find the same trend—an increase from 92 million visits in 1946 to over 215 million in 1957. Recreation visits to the TVA lakes jumped from 10 million to 40 million annually in the past 10 years. The story at our western reclamation reservoirs is no different.

A hunting and fishing survey made by the Fish and Wildlife Service in 1955 showed that of 118 million individuals aged 12 or over in the United States, 25 million hunt, fish, or engage in both sports. The survey found also that they spent \$3 billion annually in the pursuit of hunting and fishing recreation. It is estimated the annual total man-days spent hunting and fishing will double in the next 12 years.

The National Association of Engine and Boat Manufacturers tell us that pleasure boats have increased from 2½ million in 1947 to nearly 6 million in 1956, with more than 28 million persons having participated in recreational boating in 1956 and spending \$1¼ billion in the process.

It is reported that 66 million people now seek outdoor recreation in bird watching, wildlife photography, and other forms of nature study.

Wildlife refuges, far too inadequate in number, size, and location, are hosts to over 7 million visitors per year with the increase gage at 7½ percent per year. Incidentally, there has yet been made no substantial program for handling the

vast crowds of interested citizens visiting our Federal refuges for recreation purposes. The increase is ever upward and in every phase of outdoor recreation.

In studying this problem the committee noted that the expanding population and economy will continue to deplete the Nation's outdoor recreation resources and opportunities unless measures are taken to preserve and improve those which remain and where practical to salvage, rehabilitate, and thereafter protect such land and water areas as may provide the additional outdoor recreation required for the future. It is imperative that the outdoor recreation resources of the United States be accorded the same recognition and consideration as all other resources which are essential to the economic and social welfare of the Nation. Outdoor recreation resource use and development must be evaluated and carefully planned on a long-range basis. We can no longer afford the extravagance of the piecemeal planning and indifference which has prevailed in the past.

A nationwide inventory and evaluation of the Nation's outdoor recreation resources and opportunities is a prerequisite to the sound planning of long-range programs. The legislation now before this body will create the facility and the means for making, on a nationwide, region-by-region, State-by-State basis, such an inventory and evaluation of our remaining outdoor recreation resources. It will provide the means for full study of the trends in order that reliable forecasts may be made as to what our future requirements will be.

Stating this in the simplest possible way: If we know what we have now, and if we know what we shall need in the future, then we can intelligently and realistically plan and undertake programs to assure that future needs will be met.

S. 846, to create a temporary bipartisan study commission, has that single purpose and objective.

Now, specifically, what does this legislation propose?

First, it would authorize and create a bipartisan Outdoor Recreation Resources Review Commission. The Commission would be composed of 15 members including 2 majority and 2 minority members each of the Senate and House Interior Committees, and 7 citizens appointed by the President of the United States.

Secondly, it establishes an advisory council consisting of a liaison officer from each of the Federal agencies concerned with outdoor recreation resources and opportunities plus 25 members appointed by the Commission representative of the various major geographical areas and citizen interest groups, including State and municipal agencies, commercial interests, labor, private organizations, and others interested and concerned in development of resources and recreation opportunity.

Thirdly, it directs the Commission to make the comprehensive study, compile its data together with its recommendations in a report to be presented to the President and Congress by September 1,

1961. The report shall be presented in such form as to be of maximum value not only to Congress and the executive departments but to the individual States as well.

Fourthly, it authorizes the appropriation of not to exceed \$2,500,000 to cover all costs of the Commission during the 3-year study.

SPECIFIC PROVISIONS OF THE BILL

Section 1 of the bill states its basic purpose to preserve, develop, and assure accessibility to all American citizens, in the present and future, of adequate outdoor recreational facilities by determining future needs, obtaining comprehensive information on available resources, and making recommendations to the President and Congress on meeting proper goals.

Section 2 contains definitions.

Section 3 provides for a bipartisan commission of 15 members, including 2 majority and 2 minority members each of the Senate and House Interior Committees and 7 citizens appointed by the President of the United States.

Section 4 authorizes the Commission to establish headquarters in the District of Columbia, to employ necessary personnel, and to call on the secretaries of the executive departments and heads of independent agencies with direct interest and responsibility for any phase of outdoor recreation to appoint liaison officers from each such agency.

Section 5 establishes an advisory council including the liaison officers from Federal agencies appointed by the heads of departments, plus 25 representatives of State and municipal agencies, commercial interests, and private organizations working in the field of outdoor recreation. The section defines the Advisory Council's functions and provides for its meetings.

Section 6 outlines the duties of the Commission and requires a final report by September 1, 1961, the Commission to go out of existence within the subsequent year. The report is to include data on outdoor recreation requirements indicated for 1976 and the year 2000, together with the recommendations of the Commission on meeting them. It authorizes the Commission to hold public hearings and arrange with Federal, State, and other public and private agencies to conduct studies and surveys for it at Commission expense.

Section 7 directs the Commission to recognize the responsibility of government at all levels for outdoor recreation resources, to recognize that lands, forests, water areas, rangelands, wetlands, wildlife, and other resources serving economic purposes also have varying degrees of recreational value and that sound planning of resource utilization must include coordination and integration of all such multiple uses.

Section 8 authorizes necessary appropriations—\$2,500,000—for the Commission which shall remain available until expended.

Section 9 designates the act as the "Outdoor Recreation Resources Review Act."

There are several fundamental reasons why we believe a Commission, such as is proposed in this legislation, is required.

First. Outdoor recreation is not the sole concern of the Federal Government, the States, communities, or private groups and individuals. It is the concern of all.

Second. The recreational use of resources is not something separate and apart from other resource uses and from the rest of our economic and social system.

Third. Outdoor recreation is not a matter just of forests and parks, reservoirs, and other public properties managed for the benefit of the public. It involves directly or indirectly all lands and waters.

Fourth. The need at this time for the broadest and most comprehensive study precludes the possibility of its being carried out successfully by any one agency or group, or by any combination of several. It will require the thoughtful cooperation of all.

Fifth. The study will provide the base upon which national policy may be developed and will be drawn upon as well by every kind of agency and group in the development of their own policies and programs.

Sixth. As the Nation's first real effort in this aspect of long-range planning, it is imperative that the study, its evaluations and its recommendations reflect as accurately and realistically as possible the full national viewpoint.

We believe the Commission, with an Advisory Council as proposed, most nearly represents the quality and character of the body needed to make such an important study. Moreover, its make-up, at topmost level, will command respect and achieve the degree of cooperation necessary, will assure full use of existing data, and avoid duplication and waste motion.

As I have mentioned there has been strong, nationwide support for this legislation. Its sponsorship in the Senate and House is vigorous and bipartisan. It is favored by the Interior and Agriculture Departments, TVA, and the Department of the Army. The Bureau of the Budget made no objection.

Among active supporting organizations are: Izaak Walton League of America; Wildlife Management Institute; Sierra Club, San Francisco, Calif.; Western Outdoors Club; Fifth Biennial Wilderness Conference; National Audubon Society; the Wilderness Society; National Parks Association; National Wildlife Federation; Sport Fishing Institute; Citizens Committee on Natural Resources; American Nature Association; the Conservation Foundation; National Campers and Hikers Association; Federation of Western Outdoor Clubs; American White Water Affiliation; North American Wildlife Foundation; Sports Afield; Outdoor Recreation Institute; American Forestry Association; American Pulpwood Association; Outdoor Writers Association of America; Outboard Boating Club of America; National Association of Engine and Boat Manufacturers; the Upper Colorado River Commission; and Trustees for Conservation.

At the time of committee hearings a year ago some 6 States through their Governors or conservation agencies had endorsed the legislation. Since that time almost all States have so expressed themselves.

This nationwide support from all government levels and citizen interest groups results from the simple facts that—

First. The Nation needs to have a complete and comprehensive inventory and evaluation of our outdoor recreation resources and opportunities.

Second. The Nation needs to know realistically what our future requirements for such resources will be, in order that government, at all levels, industrial interests and citizen groups can plan realistically and well to meet future needs.

Third. The legislation, S. 846, provides a sound and workable facility for getting the job done, comprehensively and economically utilizing the facilities and competence of Federal and State agencies, the universities, private enterprise, and the informed public as a whole.

It is a public responsibility which the Congress alone can discharge.

Mr. METCALF. Mr. Speaker, I am among the cosponsors of this bill providing for an overall study of this Nation's outdoor recreation resources and needs.

An increasing population, a higher standard of living, more leisure, and better transportation mean that more people turn to outdoor recreation every year.

At the same time, the land and water area available to meet this increased demand is shrinking—as growing cities, expanding industry, highways, and more intensive farming—to name a few—take their toll.

No one proposes that we stop this healthy growth. But we must make the best possible use of the land and water we have left. Outdoor recreation must be keyed into our plans for the future. To plan intelligently, we must first know what we have. The first big job of the National Outdoor Recreation Resources Review Commission will be to compile such an inventory. It will give us data on recreation requirements indicated for 1976 and the year 2000, together with recommendations for meeting them.

Today our population exceeds 173 million. Reliable estimates place it at 223 million by 1976 and 300 million by the year 2000.

But more than population is involved in the phenomenal increase in the use of outdoor recreation resources. Higher incomes make outings possible for more people. Shorter working hours give them time. Better transportation facilities make it possible for them to reach distant recreation areas faster and easier.

Typical of the increased demand on facilities is the experience of the national forests. Their recreation use tripled in 20 years from 1926 to 1946—from 6 to 18 million. Their use nearly tripled again in the next 10 years and is still skyrocketing. Last year, there were more than 53 million visits to our national parks and monuments, more than

50 million visits to the national forests, more than 215 million visits to State park areas, more than 100 million visits to Federal multipurpose water development projects.

The business generated by this outdoor recreation is tremendous. The study sponsored by the Fish and Wildlife Service in 1956 indicated a gross national income of more than \$3 billion from hunting and fishing alone. Inclusion of all other forms of outdoor recreation would triple that figure.

At the same time, however, the land and water upon which this recreation use is based, is diminishing. Between 35 and 45 acres is lost to every mile of superhighway, for example, thus increasing the pressure on the remaining lands.

A recent survey shows that only 240 miles of the 3,700-mile Atlantic seashore is still open to the general public. Of that 240 miles, 200 are in the Cape Hatteras and Acadia National Parks in North Carolina and Maine. Other areas of outstanding recreational value in the public domain are presently subject to disposition without regard to their usefulness in meeting the mounting recreational demand.

We in the 11 Western States are more fortunate. But we, too, have major problems.

Our thousands of acres of recreation land are in some cases only minutes away from our cities and towns. Much of this land is in the public domain—the main reason we, and people from throughout the Nation, have been able to use it. Our national forests, parks, and other public land are the magnets which draw increasing thousands to Montana and other States each year. The pressure in these western lands has increased 800 percent in the past decade.

As the number of outdoor enthusiasts multiply, the space and resources upon which recreation depends are diminishing. A recent Colorado Game and Fish Department survey would dramatize this point. Even though Colorado is one of the public land States, at least half of its fishing streams are located on private lands. Ten years ago almost 90 percent of streams on these private lands were open to public fishing. Now less than 50 percent are available. Fishing pressure has increased to the amazing figure of almost 800 percent in this same time period and because of closures 25 percent less stream area to absorb it.

Wyoming is another public land State, almost 78 percent of its area is in the public domain. But again, private land holdings have blocked access to much of the public's land. Settlement there has been along the rivers. Water available to fishermen is continually shrinking as more individuals close their lands. Access is again the big problem and the Wyoming Game and Fish Commission has had to pay large sums to get to recreation areas along the rivers. They are now confronted with purchasing access areas into the lands of the public domain because landowners will not allow trespass. So while 78 percent sounds like a tremendously large acre-

age for a State as big as Wyoming, use of the public domain is often hampered and its size actually shrinks because it cannot be reached.

Water is a precious commodity in many of these public domain States. Many interests demand that they have priority use of that water. In many States, recreation is not considered as an important use. In some instances it is not even recognized as a use. Again the size of America's playground shrinks because the water cannot meet recreation needs.

Many of the West's larger reservoirs have been impounded for hydroelectric and irrigation purposes. The huge manmade impoundments are now being utilized by fishermen, boaters, swimmers, and water-skiers, although they were never intended to be put to such use. Federal agencies have had to hire specialists to meet the problems of the new use.

If you could picture some of the West's reservoirs, you would realize how pressing this recreation-area problem is. Many of these manmade lakes are out in the middle of endless prairies. There is not a tree in sight. Drinking water is unavailable, yet every weekend you can find hundreds of people packed around their barren shores. Game and fish commissions have had to build new facilities and hire more people to produce fish to meet the demand of these reservoir fishermen. This is an expensive business, especially since the Bureau of Reclamation and the Corps of Engineers are not required to protect these fish. They must release or store water according to the demands of hydropower and irrigation. Again, such recreation areas cannot be utilized to their fullest degree because of other interests.

Present water users and recreationists have long been at each others' throats. Certainly an understanding and appreciation of each others' problems would help rectify the problem and, at the same time, assure that further recreational areas will not be lost. I might cite another situation in Wyoming that would drive home this point. You are all certainly familiar with Jackson Hole and the Grand Tetons in the northwestern part of that State. This area is one of the Nation's most popular recreation spots. Game of all sorts is in abundance and prized cutthroat trout are in many of that land's magnificent streams. The world's largest elk herd migrates into this area every fall to winter on the Federal Elk Refuge. The scenery is majestic—awe inspiring. Thousands of people are drawn to this area every year, for it has offered to them the ultimate in outdoor recreation.

Although it is one of the great attractions in the area, the Snake River floods the lowlands of Idaho every spring. In an effort to control the river, Army engineers have looked to the Jackson Hole area as a possible place to construct control dams. They have studied some 26 cities on the Snake and its tributaries. Impoundment of any of these waters would have a detrimental effect on elk migration and would destroy the Snake as a cutthroat fisheries. Conservationists and recreationists have so far been

successful in insisting that other sites can be found that are not as harmful to those values. This has been an annual battle and outdoor enthusiasts have had to fight tooth and nail every time the subject comes up.

The wilderness has also been under pressure from livestock, timber, and mineral interests. The Forest Service has been asked to open these areas up for exploitation. Conservationists insist that this is one area that must remain in its present state.

Military land procurement has also proven a threat to shrinking outdoor recreation areas. Large grants of the public domain had been withdrawn and in many instances these lands were also top recreational areas. Now the newly passed Engle bill restricts such withdrawal and have proven a real asset to outdoor enthusiasts.

It becomes obvious that the 11 western public land States are not really such a recreational panacea after all. Withdrawals, curtailments, other uses and new developments continually gnaw away at this large portion of the Nation's playground.

Each one of us has a duty to protect and preserve these public recreational areas. We cannot accomplish this by leaving it to chance or by taking our resources for granted. Outdoor recreation resources can be protected and developed by sound planning like any other resource.

Instead of looking at maps or counting percentages of public land holdings, we must have an inventory of our outdoor resources. We must find out how much is really available to recreational users. We must know where these areas are shrinking and why they are shrinking. We had better find out what action is necessary to preserve such lands.

Enactment of the Outdoor Recreational Resources Review bill will give us a true picture of what we really have, what we are going to need in the future and what we must do to assure satisfying the needs of future generations.

Mr. PELLY. Mr. Speaker, I find that the suggestion of creating another Federal commission puts me on the defensive. But I must say, contrary to the rule, this proposed National Outdoor Recreation Resources Review Commission is an exception and I favor passage of S. 846.

While this bill authorizes the expenditure of \$2,500,000 it would seem to be a modest cost in comparison with its long-range benefits. Indeed, it seems to me in the face of our rapid growth of population and the trend toward increasing personal leisure, it is not only desirable but absolutely essential to inventory and evaluate our outdoor recreational resources. We must plan and establish policies, region by region and area by area, to protect our wildlife, forests, waters, public lands, and natural resources so that both present and future generations may enjoy and benefit by the wholesome recreation they afford.

In my State of Washington, for example, we have unique rain forests in the Olympia National Park. Certain of these unique natural situations must be

preserved, and it is a very controversial subject because the commercial loggers often feel the conservationists go too far.

And in our State, right now also there is much interest in preserving against the inroads of civilization an area in the Cascade Mountains and around Glacier Peak. And here I must agree with the various conservation groups that if we do not set aside such a region now, it will be too late. I realize we have some 29 national parks, 84 national monuments, and many other kinds of scenic areas set aside for the pleasure of our people with access roads and accommodations of one sort or another. But, in addition, I believe in dedicating certain wilderness areas where the automobile and roads are prohibited and where the purpose is not to accommodate the public on a wide scale. H. R. 500, the Wilderness Preservation Act, which in principle I support covers this kind of recreational resource.

Meanwhile, this bill, S. 846, to evaluate all recreational public lands and water areas, seems most desirable. There must be planning to establish controls and restrictions on a broad basis to assure the utmost value in accordance with varying natural features for us and for posterity. So I intend to vote for S. 846.

Mrs. PFOST. Mr. Speaker, as the author of one of the House bills to establish a National Outdoor Recreation Resources Review Commission, and the chairman of the House Public Lands Subcommittee, which conducted hearings on this bill, I would like to express my strong interest in its passage. In my opinion, few bills which my subcommittee has considered have more merit.

Outdoor recreation has long been an important part of our American way of life. In colonial times, man's dexterity with a gun or a fishing line often meant the difference between a bountiful or a meager dinner table. His ability to make a snug camp or hike great distances was indispensable to his existence.

Sportsmen still continue to hunt for a Christmas goose, or throw a line for a Fourth of July fish fry, but for most Americans hunting and fishing are primarily an outdoor activity which brings them satisfaction and enjoyment, and often surcease from the strains of modern day living.

Burgeoning cities, spiraling populations, increasing leisure time and improvements in transportation are greatly stepping up the number of people who look to the outdoors for recreation. At the same time the development of airports, superhighways, military installations, and other projects which eat up our land are reducing the resources available for recreational pursuits.

This all adds up to one thing: We should take time now to see what we have, what we will need in the future, and what should be done to be sure we can meet those future requirements.

This bill would set in motion a nationwide inventory and evaluation of our outdoor recreation resources and opportunities. It would give us an opportunity to find out what each State and each community now has to offer in the

way of recreational resources, and what they have planned for the future.

The Commission would lean heavily on reports already prepared, or in the process of preparation in this field, both by the Federal Government and private agencies, and by the communities and States. It would initiate what ever supplementary reports are available. It would then offer a blueprint for the job we must do.

The scope of the problem can be outlined in a few brief statistics:

One American household out of every three now has a member who either fishes or hunts.

There are few American families who do not reach a picnic area in the forests or at the beach, or who do not visit some recreational area at least once, and more often several times a year.

Recreational use of our national forests increased from 6 million visits in 1926 to 18 million visits in 1946 and to nearly 53 million visits in 1956.

Whereas 22 million people visited our national parks in 1946, nearly 55 million visited them in 1956, and it is estimated that the number will have swelled to 80 million by 1966. The national parks system was only designed for 25 million people a year.

To meet the avalanche of American citizens who are now using our recreational resources, and who will be using them in even greater numbers in the future, we must have coordinated and long-range planning. Passage of the bill before us is the first step in this undertaking. It has the support of a long list of national, State, and local recreation and wildlife groups. Six States, through their conservation agencies or their governors have endorsed it. The executive branch of the Government has offered no objections to it. I hope it will pass.

Mr. McGOVERN. Mr. Speaker, I thoroughly favor passage of the bill, S. 846, which would establish a National Outdoor Recreational Resources Review Commission. There are many compelling reasons why this legislation should receive favorable consideration.

First of all, the American people have always had a love for the outdoors and for the recreational opportunities that it provides. Indeed, this is an interest that we ought to encourage, not only because of what it can contribute to the enjoyment of living, but because of the wholesome influence that it exerts on our people, particularly the young.

At a time when our population is growing at an unprecedented rate, it is especially urgent that we give careful consideration to our potential recreational resources. Also, the progress of science means an increasing amount of leisure time for the American people. It is imperative that we make full use of these new opportunities for leisure hours. The legislation, S. 846, provides us with a workable plan for making full use of the facilities of Government agencies, private organizations, our colleges and universities, and the American people as a whole. The measure will enable us to appreciate more fully what needs to be done in assuring the fullest

possible use of our outdoor opportunities.

As we consider S. 846, I believe it is especially fitting to keep in mind the sagacious words of perhaps the greatest conservationist this Nation has ever known. I am speaking of President Theodore Roosevelt, who said, "Nine-tenths of wisdom consists of being wise in time."

Mr. Speaker, I strongly urge the passage of this legislation. In doing so, I wish to associate myself with the splendid remarks of the gentleman from Colorado [Mr. ASPINALL] who has done such an excellent job of explaining the basic purposes of the bill under consideration.

Mr. BENNETT of Florida. Mr. Speaker, it is a refreshing pleasure in these days of missiles and antimissiles to discuss the merits of legislation to help mankind to enjoy and preserve for the future some of the blessings of nature. I heartily endorse this legislation and hope that it will promptly pass.

Hiking and nature study, though quite different forms of outdoor recreation, have a common denominator—the participants are people. Yet man, the beneficiary of the therapeutic and spiritual rewards of recreation, also is the major threat to this means of refreshing his strength and spirit after toil.

Through the ages, tribes and Nations have used their natural resources with thoughtless liberality—until awakened to the need for conservation. Sometimes realization came too late, as it did in the Near East and portions of Asia.

American history has followed a similar pattern with one exception. We have become aroused in time. Now we are trying to protect, conserve, and replenish our forests through the tree farm system, and the planting of denuded lands and the Smokey Bear campaign. Eventually these programs and others like them will restore our forests to full productivity.

The next task is development for maximum use. In recreation, the initial steps are being taken in mission 66 of the National Parks Service and operation outdoors of the Forest Service. These programs are good—as far as they go. But they are confined to Federal lands and can never serve the needs of the entire Nation. State, county, municipal and private landowners also need to develop their resources.

Recreation problems are of tremendous importance because they involve productive timber lands as well as non-productive scenic areas. Reliable estimates indicate that the number of people participating in outdoor recreation 20 years hence will be about double what it is now.

Where will these people go? To the national parks and national forests? Many of them will, but some of these places are crowded now. The pressure then also will be on other forest lands, because fishing and hunting are the favorite outdoor sports. In fact 7 of the first 10 participation activities are primarily woods types. This means that private landowners will be expected to open up their lands. Many of them already have.

The Weyerhaeuser Timber Co. has opened about half of its logging roads to hunters. This provides access to some 2½ million acres of timberland in Oregon and Washington.

Weyerhaeuser also has constructed a number of free public campgrounds along streams and lakes. Running water, sanitary facilities, picnic tables, fireplaces, and firewood are available. A rough estimate indicates that some 50,000 people made use of Weyerhaeuser lands in a single year.

Other companies in different sections of the country also have opened their forests to hunters, hikers, bird watchers, fishermen, picnickers, and others.

These industrialists have shown by their actions their appreciation of the public need for relaxation. The pressure upon them for recreational facilities will multiply rapidly, particularly in the East and South where approximately 90 percent of the forest land is in private ownership.

This means that private landowners as well as public agencies need to understand the recreational habits of the public and to be aware of available opportunities to satisfy their requirements for relaxation.

The basic information should include an inventory of all recreational facilities plus areas capable of development regardless of ownership. Its scope must be nationwide in order that population trends and recreational needs in various sections of the country may be evaluated. It should embrace all agencies having responsibilities for public recreation.

All of these requirements are provided for in the proposed National Outdoor Recreation Resources Review Commission.

Mr. REUSS. Mr. Speaker, S. 846, the Outdoor Recreation Resources Review Act, is a most constructive measure.

This bill provides for establishment of a National Outdoor Recreation Resources Review Commission to make an inventory to be used in extending our recreational resources. It calls for the preparation of a long range plan to meet the future outdoor recreational needs of the American public. The Commission would include a broad representation of Congress and citizen members.

The inventory of recreational resources that would be prepared under provisions of this bill would give us a badly needed indication of the pressures that will be placed upon our recreational resources. It will help us determine the amount, the kind, and quality of these resources and our needs for using and developing them fully for the future. It will help us to determine policies and programs that can be initiated at each level of Government and by private organizations and citizen groups to meet these future requirements.

Our demands for outdoor recreation—hunting, fishing, camping, hiking, skiing, mountain climbing, pack trips, photography, scenic appreciation, boating and many other outdoor pleasures—on public and private lands and on our wilderness areas is increasing at an unprecedented rate.

We urgently need basic information and research for developing future plans for using these resources if we are to be prepared to meet the requirements of our people for places where they can get away from the pressures of every day living to enjoy the outdoors. This bill provides the means for collecting this information. It has met with wholehearted support from all of our national, State and local conservation organizations. The National Wildlife Federation, one of the Nation's largest organizations of sportsmen and lay conservationists with members in 50 States and Territories, has backed this measure enthusiastically.

I would like to read the resolution of the federation in support of this bill:

Be it resolved, The National Wildlife Federation endorses H. R. 3592, S. 846, and similar bills proposing a national recreational resource review. We request early enactment by the Congress.

The federation wishes to commend the Izaak Walton League of America for its leadership in preparing and presenting this legislation. We also recognize the part played by Sierra Club in developing the concept through its own advocacy of a scenic resources review.

In joining in the support of this legislation, however, the federation wishes to emphasize that it must not be considered a substitute for action programs and special legislation needed now for the protection and preservation of critical wetlands, for improvement of recreational facilities and wildlife habitat in the national forests, and for protection of wildlife refuges and wilderness areas. It must not be used as an excuse for delay of "Mission 66" in the national parks or "Operation Outdoors" in the national forests.

(Passed at the 21st annual meeting of the National Wildlife Federation, March 1, 2, and 3, 1957, Washington, D. C.)

I wish to emphasize the recommendation that is pointed out so clearly in the third paragraph of the resolution: this legislation does not conflict in any way with bills and programs to provide for development of the recreational resources of our wilderness areas, our national forests, national parks, and wildlife refuges. As an inventory, S. 846 provides for a thorough and comprehensive study in a broad field of interest. This is a planning and research study to point up our recreational needs for the future. The resolution makes clear that while we are studying, we must also work to carefully manage our outdoor recreation areas. They are constantly in danger and we must make adequate provision for their protection and full use.

Of course, S. 846 does not attempt to satisfy our current need for protecting and managing our wildernesses, national forests, wildlife refuges, and national parks. In the case of wilderness, for example, we have before this Congress a bill to establish a National Wilderness Preservation System. The wilderness bill is designed to meet a purpose different from that of the National Recreational Resources Review bill which we are now considering. The wilderness bill proposes to establish at once the preservation of specific areas that already are recognized as suitable and available for preservation as a part of a national system of wilderness. The wil-

derness bill is designed to meet the requirements of a particular and unique part of our Nation's outdoor resources. It satisfies an urgent need for managing our remaining areas of wilderness. It in no way conflicts with S. 846. They are distinct and separate measures that satisfy different needs. I think Mr. Conrad L. Wirth, Director of the National Park Service, sized up the situation correctly when he made this comment on S. 846 on May 14, 1957:

I do not think there is any conflict between this bill and the wilderness bill. * * * One is developing an overall program for the United States for all forms of recreation, whereas the wilderness bill is a specific type of area; that is, providing for the care of national wilderness.

The National, State and local conservation organizations that have supported these two bills recognize that they satisfy different purposes and that there is no inconsistency between them. Both measures should be enacted promptly.

I urge that we now move ahead with the passage of S. 846 and clear the way for this badly needed inventory of our outdoor resources. And after that, I hope that the Congress will speedily enact the important wilderness bill, and other sorely needed conservation legislation.

(Mr. SAYLOR asked and was given permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. SAYLOR. Mr. Speaker, at Springfield, Ill., June 16, 1858—100 years ago to the day—a great American, Abraham Lincoln, delivered an immortal speech, the simple, direct foresight of which will live for milleniums. It opened with a sentence which the poet Carl Sandburg has said, "at a first careless glance it might seem so simple that it is asinine. On a second and deliberate reading," Sandburg continues, "it has the cunning of ancient wisdom."

Mr. Lincoln said:

If we could first know where we are, and whither we are tending, we could better judge what to do, and how to do it.

Perhaps it is a far cry from the grave national problems about which Lincoln spoke and the legislative matter before this body, 100 years later. But, I do not hesitate to draw the parallel, because Lincoln himself was the product of a frontier society. He knew and loved the outdoors—for itself, and for what it contributes to man's character in physical vigor, mental health, perspective, wholesome attitude, and moral stamina.

Were he here today, I do not question but that he would say, "We must take steps to preserve the outdoors for all the Americans who will follow us. We must know where we are, we must know the trends which are following—then we can better know how and what each of us should be doing about it."

The legislation before us, for one important field of American opportunity, is a direct effort to implement the philosophy which Lincoln so wisely and ably expressed. We can do no less than to embrace the opportunity which we have today to assure all these values for America for all time.

THE SPACE AGE CHALLENGE TO OUTDOOR RECREATION RESOURCES

(By J. W. Penfold, conservation director, Izaak Walton League of America)

The whole universe surrounds our small planet. Infinite space limited only by our own imaginations—waiting only for science to equip us for its conquest. An intriguing concept for man and boy alike. A pot shot at the moon with a rocket—a manned space ship to chase sputniks and Explorers in orbit around the earth—a space platform—and then, away we go to Mars, Jupiter, and beyond. An exciting prospect—a whole new realm of frontiers for man to dominate—but that is not the space I want to talk about—the space we think of in science fiction.

The space that concerns me is finite, limited, and from a human use standpoint constantly shrinking. The space that concerns me is that of land, water, and resources which comprise the United States of America, and which must be made to provide for us and future generations of Americans all the ingredients of our social, intellectual, spiritual, and economic system.

Let us start by taking a brief look at this space which we know about—the space we in the League and all Americans must live in and work for.

When America became a Nation, the Founding Fathers could look beyond the horizons, across the continent to an immense area of land, water, and resources—endless forests, vast prairies, mountains, lakes, streams, wildlife, virgin soils, untapped minerals, amounting in all to 600 acres for every man, woman, and child. That incredible bargain in real estate, Alaska, was purchased from the Russians in 1867, adding the resources and space of another 375 million acres. Even with that addition, populations had so increased that there were but 60 acres of space and resources for each citizen of that era. Populations have continued to burgeon so that today with over 173 millions, the individual share for each American is but 13 acres. Population experts tell us that we shall have grown to 225 millions or more by 1975, with a further reduction of space to 10.5 acres—and by the year 2000, to 300 millions and an individual share of about 8 acres, on which to raise corn and hogs, wheat, beef, timber, wool. From these 8 acres must come the oil, gas, uranium, iron, copper, and other minerals. On these 8 acres must be located our schools, homes and lawns, churches, supermarkets, playgrounds; industrial plants, factories, warehouses, airports, and highways.

Take the new Federal highways program. Directly and indirectly it will consume 2¼ million acres of land—removing it from other production and generally highways seem attracted to the best and most productive land. Just bumper to bumper parking of today's trucks and automobiles takes up a half million acres and at present rates of auto and truck production the acreage requirement will increase threefold in the next 40 years.

We are all familiar with suburbia sprawling out from every metropolitan area—the inevitable human urge for elbow room—the chance for escape from the overwhelming crowding within our cities. A chance to exchange pavement for good green grass, towering skyscrapers for trees, neon lights for stars and the moon, the chance to recognize the changing seasons by something other than the need to switch from furnace to air conditioner.

And even suburbia, with all its contributions to our way of life, occasions its own and serious problems. How to get these increasing masses of people to and from their jobs in the city. So highway engineers in a hundred places ogle the parks as rights of way, already in public owner-

ship, with minimum problems of acquisition, cost, removal of structures and the like. Threats to our totally inadequate city park systems are serious now, they will become even more so in the years ahead.

Suburbia itself consumes land, over a million acres per year, so it has been estimated. The gently rolling hills of eastern Jefferson County, my own home, once helped feed the city of Denver. Within 10 years it will be almost entirely in subdivisions. The bottom areas once produced a bumper crop of pheasant and contributed much to the fall hunting season. With suburbia, habitat for pheasant has diminished, and those birds which do nest and survive the raids of housecats, pet dogs and mowing machines are unavailable to the sportsman, because the human population is too dense to permit safe hunting. The eager sportsman must now go farther afield and add to pressure on already overtaxed areas.

This process continues inexorably in thousands of communities all over the country. The experts tell us that within a very few years the eastern seaboard from Portsmouth, N. H., to Norfolk, Va., will be one continuous city. Meanwhile the seashore itself, offering the greatest outdoor recreation potential for those teeming millions, is becoming less and less available for public access and use. Across the continent California burgeons and will shortly exceed New York in population with all that that implies in impact on resources and space.

The problems we face in retaining adequate lands and waters for recreation use is not related only to growth in population. As our standard of living improves, and surely no one wishes that trend to be reversed, our demands for resources and the lands required for their production increase. For example, we individually consume twice as much water as we did a generation ago, and parenthetically we are polluting the remaining waters at an even greater rate.

Our per-capita use of electric energy has increased maybe 6 or 7 times, giving rise to the problems which Mr. Binford described so well yesterday in discussing power dams versus salmon in the Columbia River system.

Our individual consumption of timber and wood products, agricultural products, minerals, and metals increases comparably, as has been so well pointed out by the distinguished and expert speakers who have preceded me. I refer to this again only to point out that each and every one of these increased demands results in additional pressures on the lands which heretofore and traditionally have been available for recreation use.

Fortunately in the West, the national forests, national parks, and the public domain are still available for recreation use. But the pressure on them increases just as it does on any other land. For example, recreation use on the national forests in the Rocky Mountain region increased four times in the past decade. There was not only that numerical increase, but visitors to the national forests spent twice as much time enjoying that form of recreation last year than they did 10 years ago. In other words, the recreation pressure has actually increased 800 percent in the last 10 years. If you don't believe it, just head for a favorite stream or lake day after tomorrow when Colorado's trout season opens.

Shortly before leaving the East for this convention, I spent a couple of days touring the Monongahela National Forest in West Virginia. We visited West Virginia's single natural lake. It is one acre in size. We visited Spruce Knob Lake a 15-acre impoundment constructed by the Forest Service in cooperation with the State Game and Fish Commission. Ten days ago when the season opened there were something like 2500 automobiles there, and 10,000 fishermen. Officials

touch off a cannon to open the season and as its thunder dies out there follows a thrashing crescendo of baits, plugs, and bobbers hitting the water.

A recent Colorado Game and Fish Department survey points sharply to another problem—access to fishing water for the public. Even though Colorado is one of the public-land States, at least half of its fishing streams are located on private lands. Ten years ago almost 90 percent of streams on private lands were open for public fishing. Now less than 50 percent are available.

Eight hundred percent more fishing pressure and twenty-five percent less stream area to absorb it. These trends will continue, and they apply as inexorably to waterfowl and upland game and bird shooting as well. More and more hunters are forced to the commercial shooting areas for their sport. More and more of them are banding into small groups to purchase or lease hunting and fishing areas, and so excluding the public. I shan't take the time now to argue the case of the commercial shooting preserve, except to state my own opinion that it will inevitably contribute to the end of public hunting on lands other than public.

And even on the public lands, in view of increasing pressures from other beneficial and essential uses, I question that the public will long support wildlife programs, when hunting becomes identified as target practice with live creatures as the targets.

But getting back to the problem of space. It will be readily seen, that of the 8 acres upon which our grandchildren will depend for all the necessities and luxuries of life, a smaller and smaller percentage will be available for outdoor recreation opportunity. It is a dismal picture, and one which we in the Izaak Walton League and every other conservation organization must face up to squarely. I do not believe, however, that we need to be discouraged. But, we sure as certain must be determined. And we must recognize the facts of life for what they are.

We can regret the old days, if we wish, but that will not bring them back. We can resist the inevitable changes which we call progress, but we can never stop them. We can continue to take hunting, fishing and outdoor recreation for granted, and watch it continue to decrease both in variety and quality. Inertia, lethargy and lack of vigor on our part will inevitably lead to frustrating mediocrity of outdoor opportunity.

But we do not have to behave in any such manner. We can be determined, we can be practical, we can even be inspired. We can, if we will, design and build into almost every aspect of economic and social development the essential elements of resource management which can assure us of a bright and better outdoor America. This has already been proved many places. Nor need we be alone in seeking these objectives.

We should not discount the vision and statesmanship of many of our representatives in Congress. It is no idle gesture when national leaders sponsor and support such legislation as the Humphrey-Saylor wilderness bill, the Watkins-Metcalf coordination act amendments, the Blatnik pollution control program, the acreage reserve of the soil bank, the Engle military withdrawal act, amendments to the Migratory Waterfowl Act to expedite the acquisition of essential waterfowl habitat, "Mission 66," "Operations Outdoors," just to mention a few.

Nor should we minimize the importance of dedicated public servants in the Federal services concerned with outdoor recreation—the Forest Service, Park Service, Fish and Wildlife Service, BLM, Indian Service, SCS, Pollution Control Division of HEW, and across the country from coast to coast in the State agencies with comparable responsibilities.

Nor should we overlook the potential help that exists among the development agencies

and interests. Sometimes it seems that we have been narrow—and I dare say we've had little choice, actually. But in resisting certain developments we believed highly damaging, we have failed to recognize great potentials in other developments. For example, not far from Colorado Springs is located the John Martin Reservoir. Had we had the determination and vigor during the planning days of that project, perhaps provision could have been built in for a permanent conservation pool, and so provided the Arkansas Valley with a recreation resource of inestimable value.

We have resisted many an Army engineer power or flood-control project—and I am not suggesting that we were wrong in doing so. But we were not as determined and vigorous, until recently, in constructively supporting a sound program of land acquisition, public access, and facilities which, on existing reservoirs alone, could have quadrupled the public recreation opportunities available. The same can be said with respect to reclamation reservoirs throughout the West.

Maybe it is just human nature. We can be aroused easily to resist something we believe wrong. Too infrequently are we aroused to insist upon something we know to be right.

Essentially, I believe that is the real challenge which faces us in assuring abundant and high quality recreation opportunity in the space age. There is no shortcut by which we can attain our objective, any more than there is a shortcut to growing timber which may require 60 or 160 years to reach sawlog size.

The challenge to us is not in fighting a rear-guard action, an effort to defer the day when natural outdoor recreation opportunity might give way entirely to the most artificial kind of substitutes. Ours must be an effort to preserve and protect our outdoor heritage by making it an integral and coordinate part of our total economic and social complex and of land management patterns and programs. Our efforts must be directed toward enlisting the understanding, support, and positive participation of all citizens and all interests, educational, commercial and industrial, and government at all levels, of course.

We must ourselves seek a better understanding of the basic characteristics of the values we believe should be perpetuated in our society. And in seeking such understanding we must be wary of being trapped by slogans. Conservation can be and is used to sell programs far removed from the Roosevelt-Pinchot concept. Multiple use itself can be and is used to try to thwart the very objectives of the true principles of multiple use.

The Izaak Walton League in proposing the outdoor recreation resources review legislation had these thoughts in mind. Its sponsors in the Congress did also. In our view, the objectives of such an outdoor recreation study are first steps in a sound, long-range program.

We need to know, on a national, comprehensive basis just what outdoor recreation opportunities remain to us. We need to know how they fit into the rest of our civilization's pattern. We need a thorough, soul-searching evaluation of these recreation resources, and a hard, second look at some of the measurements we have customarily applied, measurements having their origins in an earlier and far less complicated era. We must revise operating policies which nationwide have consistently confused quantity with quality.

Expressed more simply—a full creel of trout may be a measure of good catching, but alone is hardly the criterion for good fishing. A full bag of birds, likewise, might measure good shooting while measuring not at all the quality of hunting experience.

We must study as well the trends in recreation participation, so as to obtain an ac-

curate estimate of the scope and the quality of recreation opportunity which future, vastly larger populations will require.

With these two steps accomplished, the specific job of planning, at Federal, State local, and private levels, can be carried out realistically and we hope in a far more enlightened and integrated manner.

I am inclined to believe that the greatest value which will come from this survey will be broader understanding and acceptance of basic conservation facts, which the league and other organizations worthy of the adjective, "conservation," have known for a long time.

For example, protection of watersheds, erosion-control programs, elimination of silt from our streams, lakes and reservoirs will increase tremendously the opportunity for all outdoor recreation associated with water. Nor would this increase be at the expense of any other water use. Moreover, such conservation measures on the land are essential in themselves to maintain and enhance the land's potential to produce other necessities of life.

Control and abatement of municipal, industrial and agricultural pollution likewise will greatly increase the Nation's supply of usable water for all purposes as well as increasing recreation opportunity.

Timber-access roads, timber-stand improvement, forest, range, fire, insect, and disease research are essential to future supplies of forest products and will as well serve recreation purposes.

Another highly important understanding which should result from this study, and it is an important part of the total outdoor recreation picture to which the League and others have paid far too little attention. That is the role of private lands and waters which contribute to the national recreation potential.

We holler in righteous wrath when a formerly open stream is posted, or when a farm no longer is available for upland game hunting. For the most part we've been lethargic and done little about it in any positive fashion. When we consider that about 80 percent of all the hunting in the United States occurs on private lands, we must see the importance of well thought out and constructive programs. It is encouraging that many large land owners, timber interests particularly, are recognizing the greater contribution which their lands can contribute to the general public good, beyond their primary production. Our cooperation in this area must be positive, constructive and enlightened.

The league's soil-bank project, a positive program of cooperation with the conservation reserve is another type of approach which can increase recreation potentials and their availability to the public. Red Hat Day, Keep Green, Litterbug and similar programs also serve to remind us of our individual responsibilities and so assure the respectability of the purpose which takes us into the outdoors.

In summary, I doubt that the space-age offers the sportsmen and outdoor recreationist any new challenge. The problems are the same as faced the early New England colonist, who found it getting too crowded, resources depleted, the hunting gone to "pot" and so moved westward. A process repeated again and again over a period of 2 centuries, with the objective the securing of fresh and untouched resources. Now earthly frontiers have all been exhausted. Moving on, has not solved our problems. We must live with them, overcome them. The space-age offers no new escape. Whatever it may have to offer, it cannot replace the opportunities we have here and now, anymore than the settling of the Rocky Mountains, California and the Northwest solved the resource and population problems of New England and the eastern seaboard.

The space age will intensify the problems, of course, the pressures on all resources will be compounded again and again. I am sure we can feed, clothe and shelter the greater populations of the world. Maybe our future living and working conditions will resemble more than anything else the batteries of a modern day chicken hatchery. If so, and provision has not also been made for recreation of the human spirit in the outdoors, the inspiration of unspoiled scenery, the chance to be a part of the natural world for a bit and regain perspective—we will certainly end up a sorry race of people of little value in the good God's cosmic plan.

The challenge is a real one, far more difficult I am sure than we can yet imagine. But we can meet it with courage, vision, and wisdom, if we decide that it is worth the effort. The Izaak Walton League and like minded people all over the country know that it is worth the effort. So let's get on with the job.

Mr. Speaker, I yield such time as he might require to the gentleman from Washington [Mr. WESTLAND].

(Mr. WESTLAND asked and was given permission to revise and extend his remarks.)

Mr. WESTLAND. Mr. Speaker, wherever we look at our American outdoors we see the pressures of our civilization and its growing populations threatening our natural resources. Our problem is not a simple one. It is not enough to correct any one mistake. What we need is the kind of broad basic inventory which this Outdoor Recreation Resources Review calls for and I urge that this act already passed by the Senate be given prompt and decisive approval by this House.

To illustrate the far-reaching importance of this measure I should like to point out how greatly needed it is in dealing with an increasingly difficult perplexity in maintaining our national wildlife refuges. The connection may at first thought seem remote and indirect. Actually it is immediate and direct. We cannot solve any of these natural resources problems unless we have a sound overall program.

Since the establishment of the first national wildlife refuge in the early part of the century by Theodore Roosevelt, our refuge system has grown to an impressive 264 areas. These units of our Federal land resource perform a major function in the outdoor recreation field. They provide vital breeding, resting, and wintering habitat for a wide variety of bird and animal life. Such wildlife in turn provides much pleasure and recreational opportunity for America's millions of photographers, hunters, fishermen, and outdoor enthusiasts.

As an additional and very commendable side benefit, these areas have provided visitors with a chance to observe native birds and mammals in their natural setting—undisturbed by actions of man. In recent years, however, refuge officials have become increasingly perplexed by the invasion of their areas by ever greater numbers of people. Many of these folks desire sites for picnics and camping and general outdoor recreational activities. When they come to the refuges, many expect this type of activity to be provided. The problem has been greatly multiplied by our increasing pop-

ulation, more leisure time, and improved methods of transportation.

The wildlife refuge system was set up fundamentally to protect wildlife. The area involved over the Nation is very small. Any major changes in present management in these areas must be aimed at protecting the refuges against damage—rather than encouraging greater public use at the expense of wildlife production.

This picture of greater pressure being exerted on wildlife refuges to provide park-type recreation merely emphasizes the extreme need for adequate recreation areas. We must not undermine our wildlife refuge system or any other of our public-land programs in order to meet the increased demand for outdoor recreation areas. We are taking a very narrow view of the whole picture if we do so. As refuges, these areas perform a very important function in the recreational field—that of insuring a continuing breeding stock of wildlife for hunters, photographers, and nature lovers to enjoy and to make use of—each in his own way. If we try to expand the recreational facilities of the refuges to make them qualify also as parks—and in so doing damage the wildlife producing capabilities of the refuges—we are jeopardizing a well-managed, long-term program to meet a short-term expedient need.

The point I wish to make is this: The impact of people on wildlife refuges is just one example of a crying need in evidence throughout the country. It indicates the fundamental and pressing importance of an overall recreational study—one which must begin immediately. Such a study at best will require more than 3 years to complete. During this period more and greater pressures will be building up. But to delay the beginning of such an important activity is to compound the problem a hundred-fold.

The recreational needs of the American people are many and varied. They include the opportunities provided by the lands under the jurisdiction of many State and other governmental agencies—the parks, forests, wildlife refuges, and wilderness areas, as well as the more urban recreational developments. The scope of a study of these needs is far beyond the authority of any presently constituted agency.

Only the Outdoor Recreation Resources Review Commission established by the measure presently under consideration can accomplish this basic task. We must have this careful inventory of all our outdoor recreation resources, and we need it now, in order to be prepared for what the years 1976 and 2000 may require of us.

I therefore urge immediate passage of this legislation.

Mr. SAYLOR. Mr. Speaker, I yield such time as he may desire to the gentleman from Wisconsin [Mr. LAIRD].

(Mr. LAIRD asked and was given permission to revise and extend his remarks.)

Mr. LAIRD. Mr. Speaker, I would just like to state that the Wisconsin conservation groups have all been in touch

with me about this legislation to provide for a National Outdoor Recreation Resources Review Commission. I commend the House committee for bringing out this legislation so that we can act on it today.

Mr. ENGLE. Mr. Speaker, I yield such time as he may desire to the gentleman from West Virginia [Mr. BAILEY].

(Mr. BAILEY asked and was given permission to revise and extend his remarks.)

Mr. BAILEY. Mr. Speaker, I have before me a wire from the Mountaineer Chapter of the Izaak Walton League of West Virginia urging the passage of this legislation. Having been a lifelong member of the Izaak Walton League of West Virginia, who thinks this is good legislation, I would like to give my endorsement to S. 846, and I hope the bill will be approved.

Mr. SAYLOR. Mr. Speaker, I yield such time as he may desire to the gentleman from California [Mr. BALDWIN].

Mr. BALDWIN. Mr. Speaker, I rise in support of S. 846. I would like to say that the Sierra Club, of California, which is one of the outstanding organizations of the country from the standpoint of protecting our natural resources, has been one of the most active groups in pressing for the passage of a bill of this type. They feel that this is a necessary preliminary step to the proper and maximum utilization of the Federal lands that we have and the preservation of these lands for the enjoyment of future generations. I am very pleased that we are acting today on this bill, and urge its immediate approval.

Mr. SAYLOR. Mr. Speaker, I yield 3 minutes to the gentleman from Iowa [Mr. GROSS].

Mr. GROSS. Mr. Speaker, I note in the bill that stream pollution is given the once-over treatment very lightly, and it would be my hope that if this Commission is established, if this legislation is enacted, that it will dig and dig deeply into stream pollution, which, to me, is one of the worst evils in the area of natural resources that is going on in this country today. I want to reiterate that if a commission is established, together with an advisory council and an executive secretary and so on and so forth, that particular emphasis be put upon stream pollution and that at the earliest date Congress come up with legislation, with teeth, to stop the pollution of the streams of this country.

The SPEAKER pro tempore. The question is on suspending the rules and passing the bill.

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

AMENDING THE VIRGIN ISLANDS CORPORATION ACT

Mr. O'BRIEN of New York. Mr. Speaker, I move to suspend the rules and pass the bill (H. R. 12226) to amend the Virgin Islands Corporation Act (63 Stat. 350), and for other purposes, as amended.

The Clerk read the bill, as follows:

Be it enacted, etc., That section 4 (a) of the Virgin Islands Corporation Act (63 Stat. 350, 352; 48 U. S. C. 1407c (a)) is hereby amended to read as follows:

"(a) To have succession until June 30, 1969, unless sooner dissolved by act of Congress. As such time as the Board of Directors finds that the economic development of the Virgin Islands of the United States will be served effectively by the sale of some or all of the assets of the Corporation to private enterprise, such disposal may be effected, and for this purpose the Board of Directors is authorized to sell any or all such assets at such time as it considers appropriate for a fair and reasonable value, without regard to the provisions of the Federal property and Administrative Services Act of 1949, as amended, or any other law: *Provided*, That in the event the Board of Directors proposes to negotiate the disposal of any of the assets of the Corporation for an amount in excess of \$25,000, the Board of Directors shall submit to the Committees on Interior and Insular Affairs of the House of Representatives and the Senate an explanatory statement relating thereto, such statement to be submitted at least 45 days (exclusive of days on which the House of Representatives or the Senate is not in session because of adjournment of more than 3 days to a day certain) prior to the consummation of such negotiated disposal."

SEC. 2. The first sentence of section 4 (1) of said act is hereby amended to read as follows:

"(i) To appoint, without regard to the provisions of the civil-service laws, such officers, agents, attorneys, and employees as may be necessary for the conduct of the business of the Corporation; to delegate to them such powers and to prescribe for them such duties as may be deemed appropriate by the Corporation; to establish an efficiency or merit rating system, as may be desirable; to fix and pay such compensation to them for their services as the Corporation may determine, without regard to the provisions of the classification laws except to the extent that these laws may be extended to the Corporation by the President of the United States; without regard to the provisions of any other law, to establish hours of work, conditions governing the payment of compensation for overtime hours, and working rules and working conditions generally; and to require bonds from such of them as the Corporation may designate, the premiums therefor to be paid by the Corporation."

SEC. 3. Section 4 of said act is hereby amended by adding at the end thereof the following new subsections (o) and (p):

"(o) To construct, operate, and maintain salt water distillation facilities in St. Thomas, Virgin Islands. Such facilities shall be used to supply water for sale to the government of the Virgin Islands and to persons purchasing directly from the Corporation: *Provided*, That the principal contract for the construction of such facilities shall not be executed by the Corporation—

"(i) until the government of the Virgin Islands has contracted to purchase a minimum quantity of water at a price established by the Corporation. The price established by the Corporation for sale of water shall be calculated to cover, as a minimum, all costs of construction, operation, and maintenance of such facilities, including but not limited to depreciation and payment of interest on the Corporation's indebtedness in connection with such facilities;

"(ii) until the Secretary of the Interior has concluded that such facilities will most economically and expeditiously provide an adequate supplemental supply of potable water for St. Thomas; and

"(iii) if the Secretary so concludes, until the expiration of 45 calendar days (exclusive of days on which the House of Representatives or the Senate is not in session because of an adjournment of more than 3 days to a

day certain) from the date on which such construction contract has been submitted to the Committees on Interior and Insular Affairs of the House of Representatives and the Senate. With such contract, there shall also be submitted to such committees an explanatory statement of the Secretary's conclusion pursuant to (ii) hereof, together with the reasons therefor and supplemental data concerning alternative sources of water which have been investigated.

The Corporation shall report annually to the Congress on the operation of the plant and shall include in its reports all technical and operational information pertinent to the prosecution of the Government's saline water research and development program (act of July 2, 1952, 66 Stat. 328, as amended) which is derived from said operation.

"(p) To borrow from the Treasury of the United States, within such amounts as may be approved in appropriation acts, for the sole purpose of constructing, operating, and maintaining the facilities authorized in subsection (o) of this section, sums of money not to exceed a total of \$2 million. For this purpose the Corporation may issue to the Secretary of the Treasury its notes, debentures, bonds, or other obligations to be redeemable at the option of the Corporation before maturity in such manner as may be stipulated in such obligations: *Provided*, That all such obligations shall be redeemed within a period of not to exceed 20 years from date of issuance out of revenues from the sale of water. Each such obligation shall bear interest at a rate determined by the Secretary of the Treasury, taking into consideration the current average market yields on outstanding marketable obligations of the United States having comparable maturities. The Secretary of the Treasury is authorized and directed to purchase any obligations of the Corporation to be issued hereunder and, for such purpose, the Secretary of the Treasury is authorized to use as a public-debt transaction the proceeds from the sale of any securities issued under the Second Liberty Bond Act, as amended, and the purposes for which securities may be issued under the Second Liberty Bond Act, as amended, are extended to include any purchases of the Corporation's obligations hereunder."

SEC. 4. Section 6 (a) of said act is hereby amended by striking out the figure "\$9 million" in both places where it appears therein and inserting in lieu thereof the figure "\$11 million."

SEC. 5. Section 8 (a) of said act is hereby amended to read as follows:

"(a) Appropriations are authorized for payment to the Corporation in the form of a grant of such amounts as may be necessary to cover losses incurred in the conduct of its activities which are included in the annual budget as predominantly revenue producing."

SEC. 6. The first paragraph of section 9 of said act is hereby amended by striking out the words "the Chairman of the Reconstruction Finance Corporation" and inserting in lieu thereof the words "the Administrator of the Small Business Administration."

SEC. 7. (a) The Secretary of the Navy is hereby authorized and directed to transfer and convey to the Virgin Islands Corporation, without reimbursement, the power-generating facilities located at the Marine Corps air facility and naval submarine base, St. Thomas, V. I., together with all the land, buildings, structures, facilities, distribution lines, fuel tanks, and equipment appurtenant thereto and necessary for the operation thereof.

(b) Upon the transfer and conveyance of such real and personal property to the Virgin Islands Corporation, the interest-bearing investment of the United States in the Corporation shall be increased by the appraised

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(For Department Staff Only)

Issued June 18, 1958
For actions of June 17, 1958
85th-2d, No. 99

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HIGHLIGHTS: Both Houses cleared for President: Commerce appropriation bill. General Government matters appropriation bill. House agreed to conference report on pay bill. Senate concurred in House amendments to bill for study of outdoor recreation resources. Senate committee reported Labor-HEW appropriation bill. Sens. Wiley and Thye introduced and Sen. Wiley discussed bill to liberalize program for distribution of surplus feed grains in disaster areas. Rep. Poage explained feed grain provisions of omnibus farm bill.

HOUSE

1. APPROPRIATIONS. Both Houses agreed to the conference report on H. R. 12540, the Commerce and related agencies appropriation bill for 1959, and acted on amendments in disagreement. The Senate agreed to amendments authorizing 10 additional supergrades each for the Civil Aeronautics Administration and the Civil Aeronautics Board. This bill will now be sent to the President. pp. 10402-403, 10353-5
2. PAY RAISE. Agreed to the conference report on S. 734, the pay raise bill for classified employees. This bill will now be sent to the President. pp. 10400-402
3. ROADS. The Public Works Committee ordered reported with amendment H. R. 12776, to revise, codify, and enact into law title 23 of the U. S. Code, entitled "Highways." p. D555
4. PUBLIC WORKS. The Public Works Committee reported without amendment H. R. 12955, to authorize public works on rivers and harbors and flood control projects (H. Rept. 1894). p. 10425

5. **MARKETING FACILITIES.** Rep. Bolling called up, but later withdrew, a Rules Committee resolution providing for consideration of H. R. 4504, to encourage the improvement and development of marketing facilities for handling perishable agricultural commodities. pp. 10414-415
6. **SMALL BUSINESS.** The Select Committee on Small Business submitted a report on problems of small business financing (H. Rept. 1889). p. 10425
7. **TRANSPORTATION.** Received a Clinton Co., Pa., citizens resolution urging support for legislation to improve the national transportation system. p. 10425

SENATE

8. **PUBLIC WORKS.** Passed with amendments, 75 to 1, S. 3910, the rivers and harbors and flood control bill. pp. 10381-97
9. **FORESTRY.** Agreed to the House amendments to S. 846, to establish a National Outdoor Recreation Resources Review Commission to study the outdoor recreational resources of the public lands and other land and water areas of the U. S. This bill will now be sent to the President. pp. 10325-6
Sen. Morse inserted the resolutions of the National Parks Ass'n trustees, supporting enactment of the wilderness bill, opposing dam construction or road building into the Gila Wilderness Area, urging the Forest Service and the National Park Service to discuss protection of the Northern Cascades region of Wash. as a national park, endorsing H. R. 12281, to transfer Forest Service and National Park lands at the El Portal area of Yosemite Park, and supporting the redesignation of the Bridger Primitive Area, Wyo., as a wilderness area. p. 10324
10. **APPROPRIATIONS.** Both Houses acted on amendments to H. R. 10589, the General Government matters appropriation bill for 1959, which had been reported in disagreement. This bill will now be sent to the President. pp. 10357, 10403
The Appropriations Committee reported with amendments H. R. 11645, the Labor-HEW appropriation bill for 1959 (S. Rept. 1719). p. 10294
11. **REORGANIZATION.** The Government Operations Committee reported adversely S. Res. 297, to disapprove Reorganization Plan No. 1 of 1958, to merge the Office of Defense Mobilization and the Federal Civil Defense Administration (S. Rept. 1717). This action would approve the plan. p. 10294
12. **NATURAL RESOURCES.** The Interior and Insular Affairs Committee ordered reported the following measures:
 - S. Res. 248, to authorize joint hearings by the Public Works and Interior and Insular Affairs Committees on the relationship of water resource development programs of the U. S., the Soviet Union, and Communist China;
 - S. 2517, to authorize the States to choose mineral lands in making selections in lieu of sections of public lands occupied before State claims were made; and
 - S. Res. 225, to extend until Jan. 31, 1959, the time for submission of a study of strategic raw materials resources of the Eastern hemisphere. p. D553
13. **RECLAMATION.** The Interior and Insular Affairs Committee approved a rehabilitation and betterment proposal in Rogue River Irrigation District, Ore. p. D553

ceived from a cross section of the American people and from the press inquiries with regard to what we are doing in connection with the proposed study. I have already announced that we are going to make a thorough study of Latin American affairs, and that our activities will not be any Rash-in-the-pan investigation, but a study of our relations with South American countries. It takes time to prepare that kind of thorough study which the chairman will insist upon being conducted. I am glad to insert the article in the RECORD, because bears upon the type of problem which confronts the subcommittee.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

(By Jordan L. Linfield, editor, Chronicle of United Nations Activities)

UNITED NATIONS, N. Y.—Observers at United Nations Headquarters here were not among those caught by surprise by the violence of anti-United States feelings in Latin America, revealed in last week's demonstrations against Vice President RICHARD NIXON.

Though much of the world was visibly shocked by the show of ill will so close to United States borders, informed sources here were nodding knowingly. For a check of the General Assembly record has indicated for some time that this country's relations with its southern neighbors have been deteriorating sharply.

Once considered a solid ally of the United States on every important issue before the United Nations, the 20 Latin-American-bloc countries have become increasingly uncertain in their support of United States positions in the last year.

If Mr. Nixon's trip brought home the volatile nature of some of the antagonism that has built up toward this country, votes in the United Nations provide a more sober indication of the growing breach in our relations with the other American nations.

By and large these countries are still firmly committed to the West. Most of them still vote with the United States a great majority of the time. But there have been significant shifts, and observers here feel the economic and political unrest now in the news may presage further differences.

Mexico, for example, had voted with the United States 73.5 percent of the time in 1956, but agreed with us only 43.4 percent of the time in the 1957 Assembly—a drop of 30.1 percent.

When it is remembered that even the Soviet Union votes with the United States over 22 percent of the time, the seriousness of this divergence becomes apparent.

Four other Central and South American countries likewise registered sharp drops in the frequency of their agreement with the United States. Guatemala voted with the United States on only 46.1 percent of the rollcalls in the 1957 session, compared to a 64.7 percent support in 1956.

Haiti's votes coincided with ours only 47.4 percent of the time, though she was found allied with the United States 71.6 percent of the time in 1956. Bolivia also voted with this country on less than half the rollcalls in 1957—47.4 percent—compared with her agreement with the United States on 62.7 percent of the votes in 1956—a drop of 15.3 percent.

Even Uruguay, though supporting the United States on 71.1 percent of the votes, had dropped 7.3 percent from a 1956 record of 78.4 percent agreement.

Not are the issues on which the Latin American states veered away from the United States without significance in appre-

ciating the basis for the antipathy expressed in the attacks on Mr. Nixon.

When the Assembly voted last October to have the United Nations study the effects of the European Economic Community on colonial territories—a measure supported by the Russians and opposed by the United States—not a single Latin American country voted with us. Five of them abstained, the other 15 voting in favor of the measure.

Again, on the issue of suspending nuclear weapons tests, less than half the Latin American States were found supporting the United States position, perhaps reflecting fears of radiation affecting the Americas.

The problem of race prejudice was reported to have stirred many of the anti-Nixon demonstrators. On this question, too, United Nations Assembly votes indicate the trouble has been brewing for some time. Though the United States generally abstains on such issues as appeals to the Union of South Africa to revise its Apartheid (segregation) laws, the multiracial Latin American bloc consistently registers overwhelming condemnation of such policies.

These votes against the United States have not been frequent enough to place the Latin American bloc in the neutralist category, it is true. But their significance has not escaped attention in the United Nations quarters as evidence of growing difficulties between the United States and her "poorer relatives" to the south.

The Nixon trip only underscores the trend that has been reflected in political terms here in the course of General Assembly debates.

STOCK DISTRIBUTION ORDERS

Mr. FREAR. Mr. President, several days ago I introduced S. 3962, which has been referred to the Senate Finance Committee. Its basic purpose is to prevent the imposition of an undue burden on stockholders affected by court-enforced stock distribution orders.

Mr. President, an editorial entitled "Protecting the Innocent" appeared yesterday in the Wall Street Journal, and because it is so pertinent, and so logical in its analysis of this legislation, I believe it would be of much interest to the members of the Finance Committee, as well as to the entire Senate itself.

I therefore request, Mr. President, that the editorial be printed in the RECORD as a part of these remarks.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

[From the Wall Street Journal of June 16, 1958]

PROTECTING THE INNOCENT

Senator FREAR of Delaware has introduced a bill to prevent the Government from unduly burdening stockholders who may be affected by court-enforced stock distribution orders.

The bill is an outcrop of the Du Pont-General Motors suit by the Government, but it would apply in the future to all similar cases. Briefly, it would prevent the Government from levying Federal income taxes on stock received through distribution forced by court or commission orders.

To understand Mr. Frear's reasoning, it might be well to recall some of the circumstances of this historic case against the Du Ponts and General Motors. At first the Government charged the family with conspiracy to control GM and the company with violation of the antitrust laws. A long trial ensued. The Federal district court judge in Chicago finally ruled that the Government

charges against Du Pont were without reasonable basis. There had been no proof, he said, that the Du Ponts, or the Du Pont company, had exerted undue influence on General Motors policies in the 40 years Du Pont had owned the GM stock.

But the Government appealed the case to the Supreme Court and the Supreme Court reversed the lower Federal court. The Supreme Court went out of its way to say there seemed to be no conspiracy, and to talk about the honorable gentlemen involved; it found that in the four decades that had passed since Du Pont acquired the GM stock Du Pont had done nothing wrong.

But, the Court said, that didn't mean that some time Du Pont officials might not possibly exert influence over General Motors. So it sent the case back down to the Chicago Federal court with orders for the judge to find some way to make Du Pont rid itself of its GM stock.

If that ruling seemed like arbitrary force based on a bit of prophecy—something like telling a man he must sell his automobile because some day he might break the speed laws—it was hardly anything to the trouble that followed when the Government and the Du Pont lawyers began battling around ways to distribute the GM stock owned by the company to Du Pont stockholders.

The Government wants the Chicago court to order Du Pont to sell one-third of the GM stock and to order the balance distributed over a 10-year period. Du Pont lawyers call this a "harsh penalty"; they suggest that the stock be retained by the company but that the voting rights of the stock be distributed. Senator FREAR's bill falls somewhere in between the Government and the company proposals.

The Senator says the Government suggestion would penalize Du Pont stockholders to the extent of about \$680 million in taxes, because the Internal Revenue Service says that the stock distribution would be taxed as ordinary income and the people who received the stock would have to pay up. There are 165,000 stockholders who would be so penalized. They would have no choice whatsoever, and the chances are a great many of them would have to sell their GM stock—or something else—to raise the money to pay the extra taxes they would be forced to pay because of the Government-enforced distribution.

The Supreme Court decision, one may assume, was arrived at because the Justices thought the innocent public should be "protected" from injury by future machinations of the Du Pont company. And if that is so, the public interest requires that the innocent should not be injured by their Government in the process of protecting them.

NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

The PRESIDING OFFICER laid before the Senate the amendments of the House of Representatives to the bill (S. 846) for the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes, which were, on page 2, strike out line 12 over through and including line 2 on page 3, and insert:

(2) "Outdoor recreation resources" shall mean the land and water areas and associated resources of such areas in the United States, its Territories, and possessions which provide or may in the future provide opportunities for outdoor recreation, irrespective of ownership.

On page 5, line 15, after "interests," insert "livestock interests, mining interests, State travel commissions, petroleum production interests,"; on page 7, lines 10 and 11, strike out "December 31, 1959," and insert "September 1, 1961,"; on page 8, line 8, after "organizations," insert "The Commission is also authorized to reimburse Federal agencies for the expenses of liaison officers appointed under section 4 (c) and other cooperation,"; and on page 8, strike out lines 21 through 24, inclusive, and insert:

SEC. 8. There are hereby authorized to be appropriated not more than \$2,500,000 to carry out the purposes of this act, and such moneys as may be appropriated shall be available to the Commission until expended.

Mr. ANDERSON. Mr. President, the five amendments of the House have been presented to each member of the Committee on Interior and Insular Affairs, and to the author of Senate bill 846. The matter has been cleared with both the majority leader and a representative of the minority leadership, the able Senator from Colorado, who is familiar with the proposal.

Mr. ALLOTT. That is correct. There is no objection to action on the House amendments.

Mr. ANDERSON. Mr. President, I move that the Senate concur in the House amendments.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from New Mexico.

The motion was agreed to.

HIGH HELLS CANYON DAM

Mr. MORSE. Mr. President, I ask unanimous consent to have printed at this point in the RECORD a press release dated June 11, 1958, written by Mr. James Marr, president of the National Hells Canyon Association, making clear that the fight for the full development of the Columbia and Snake Rivers is far from over.

There being no objection, the press release was ordered to be printed in the RECORD, as follows:

The fight for high Hells Canyon Dam is not over. Supporters of the high dam announced today that they will continue their efforts to get a Hells Canyon bill passed by the United States Congress.

In a meeting last week, directors of the National Hells Canyon Association reviewed a study to determine the feasibility of replacing three small Idaho Power Co. dams in the Snake River with high Hells Canyon. The study, which has been completed in draft form, shows that even if Idaho Power Co. completes its Oxbow and low Hells Canyon projects in addition to Brownlee, it will be economical as well as desirable to replace them with a Federal Hells Canyon Dam.

This study carries forward a report released by the association earlier this year, which showed that Brownlee Dam could be paid for and replaced by Hells Canyon in a period of 10 years, without adding to the cost of the Government project. The same method would be used to replace both Oxbow and low Hells Canyon Dams.

The present study also shows that, even with a much lower cost of power, the high Hells Canyon Dam will produce \$12 million more in direct benefits each year than all 3 Idaho Power Co. projects together. Just as important, the low-cost Hells Canyon

power will make it possible to develop the region's industrial potential, and to create a vast new phosphate industry. The high dam will also provide nearly 4 million acre-feet of badly needed flood control storage, and will provide funds and power for new irrigation projects in the region.

The association's directors agreed that the defeat of the Hells Canyon bill on June 2 by the House Interior Committee puts an end to chances for authorization of the high dam this year. However, the directors expressed the hope that the November election will result in substantial changes in the membership of the Interior Committee, and a more favorable atmosphere in Congress as a whole. For this reason, the association will call an annual membership meeting in November, shortly after election returns are in, to consider plans for next year. Dates and speakers will be announced later.

UNITED NATIONS TECHNICAL ASSISTANCE PROGRAM

Mr. MORSE. Mr. President, a few days ago, in his very able speech on the mutual security bill, the Senator from Minnesota [Mr. HUMPHREY] discussed American participation in the United Nations technical assistance program. I wish to lend support to his argument that American money contributed to U. N. technical assistance is one of the most important and effective uses of foreign-aid funds, dollar for dollar.

The contention that reducing the percentage which the United States provides of the U. N.'s technical assistance budget will not necessarily reduce the total outlay by the agency is totally unrealistic.

I share the view of the Senator from Minnesota that action by us to cut progressively the percentage of the budget we provide is likely to discourage this excellent program. It certainly will not inspire other nations to raise their ante.

It is my hope that the House provision deleting the declining scale of the American contribution will prevail.

Secondly, I express my personal feeling that in computing the share of our contribution we should include in the base the so-called local cost assessment.

When a technical assistance program is undertaken, the requesting country is expected to pay certain costs which are not included as part of the U. N. program. Under a resolution approved by the U. N. Economic and Social Council in 1949—

The requesting government should be expected to agree * * * normally to assume responsibility for a substantial part of the costs of technical services with which they are provided, at least that part which can be met in their own currencies.

It was estimated by the State Department that the local countries have contributed \$67.5 million for office and other facilities, transportation, and project supplies and materials in addition to the expenditure by the United Nations Expanded Technical Assistance Program.

But in addition, there is assessed by the UNETAP a partial payment by the requesting country for the living costs of experts assigned to the project. This assessment is levied on the country by the U. N. and the payments are received and audited by the agency. The assessments for 1958 ran to \$3.1 million.

The House of Representatives felt that the amount of the assessment should be included in the base upon which the American contribution is figured. I agree. The local assessments are a part of any technical assistance study, and should be included in the total cost of the studies.

Here, again, I am in agreement with the House provision and want to express my hope that it will prevail in conference.

I had intended to include in the RECORD some material bearing on this matter of technical assistance, but since it was inserted yesterday by the Senator from Minnesota, I shall not duplicate it.

I ask unanimous consent, however, that recent press releases by a number of citizen groups and a telegram to me, be printed at this point in the RECORD.

There being no objection, the press releases and telegram were ordered to be printed in the RECORD, as follows:

CITIZEN GROUPS URGE SENATE SUPPORT FOR U. N. TECHNICAL ASSISTANCE PROGRAM

Twelve national organizations wired all members of the Senate today urging support for two House provisions to strengthen the "small but important" U. N. Technical Assistance programs. The items are a part of the Mutual Security Program on which Senate debate is scheduled to begin Thursday.

The group supported a House provision to level off the United States contribution to the U. N. Technical Assistance programs at 40 percent. The present law, adopted last year, calls for a reduction to 38 percent in 1959 and 33½ percent in 1960. The spokesmen pointed out that creation of the special projects fund makes the 40 percent figure essential. This Fund, which enlarges U. N. efforts in the technical assistance and development field, was approved by the U. N. General Assembly last fall. In addition, United States ability to pay is estimated at about 40 percent of the world's income, the group said.

The 12 organizational spokesmen also supported a second House recommendation that the base on which United States contributions are computed should be enlarged to include "local cost assessments." These sums, which are estimated at \$3.1 million for 1958, are assessed against nations receiving U. N. technical experts, are paid to the U. N. Technical Assistance Program and audited. Including them would give "greater recognition to contribution of other governments."

The Senate Foreign Relations Committee rejected the two House provisions. Both the House and Senate Foreign Relations Committees recommended \$20 million for U. N. Technical Assistance programs for 1959.

The text of the telegram is as follows:

Small but important U. N. Technical Assistance Program deserves all support United States can give. Foreign Relations Committee decision not to accept two constructive House provisions is most disappointing.

We urge Senate on floor or in conference to peg United States contributions at 40 percent. Creation of new Special Fund makes 40 percent essential. United States ability to pay estimated at 40 percent of world's income.

Also urge revision of base to include local cost assessment received and audited by U. N., thus giving greater recognition to contribution of other governments.

These amendments already accepted by House would greatly strengthen technical

Public Law 85-470
85th Congress, S. 846
June 28, 1958

AN ACT

For the establishment of a National Outdoor Recreation Resources Review Commission to study the outdoor recreation resources of the public lands and other land and water areas of the United States, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve, develop, and assure accessibility to all American people of present and future generations such quality and quantity of outdoor recreation resources as will be necessary and desirable for individual enjoyment, and to assure the spiritual, cultural, and physical benefits that such outdoor recreation provides; in order to inventory and evaluate the outdoor recreation resources and opportunities of the Nation, to determine the types and location of such resources and opportunities which will be required by present and future generations; and in order to make comprehensive information and recommendations leading to these goals available to the President, the Congress, and the individual States and Territories, there is hereby authorized and created a bipartisan Outdoor Recreation Resources Review Commission.

Outdoor Recreation Resources Review Act.

SEC. 2. For the purposes of this Act—

(1) "Commission" shall mean the Outdoor Recreation Resources Review Commission; Definitions.

(2) "Outdoor recreation resources" shall mean the land and water areas and associated resources of such areas in the United States, its Territories, and possessions which provide or may in the future provide opportunities for outdoor recreation, irrespective of ownership.

(3) "Outdoor recreation resources" shall not mean nor include recreation facilities, programs, and opportunities usually associated with urban development such as playgrounds, stadia, golf courses, city parks, and zoos.

72 Stat. 238.
72 Stat. 239.

SEC. 3. (a) The Commission hereby authorized and created shall consist of fifteen members appointed as follows: Membership.

(1) Two majority and two minority members of the Senate Committee on Interior and Insular Affairs, to be appointed by the President of the Senate;

(2) Two majority and two minority members of the House Committee on Interior and Insular Affairs to be appointed by the Speaker of the House; and

(3) Seven citizens, known to be informed about and concerned with the preservation and development of outdoor recreation resources and opportunities, and experienced in resource conservation planning for multiple resources uses, who shall be appointed by the President, and one of whom shall be designated as chairman by the President.

Vacancies occurring on the Commission shall not affect the authority of the remaining members of the Commission to carry out the functions of the Commission, and shall be filled in the same manner as the original positions.

(b) The Commission members shall serve without compensation, except that each member shall be entitled to reimbursement for actual travel and subsistence expense incurred in the services of the Commission and each member appointed by the President shall be entitled to a per diem allowance not to exceed \$50 per day when actually engaged in Commission business.

(c) The Commission shall convene as soon as practicable following appointment of its members, to implement the purposes and objectives of this Act.

Personnel, etc.

SEC. 4. (a) The Commission is authorized, without regard to the civil-service laws and regulations, to appoint and fix the compensation of an executive secretary and such additional personnel as may be necessary to enable it to carry out its functions, except that any Federal employees subject to the civil service laws and regulations who may be assigned to the Commission shall retain civil service status without interruption or loss of status or privilege.

(b) The Commission shall establish headquarters in the District of Columbia and shall make such other arrangements as are necessary to carry out the purposes of this Act.

Liaison officers.

(c) The Commission shall request the Secretary of each Federal Department or head of any independent agency which includes an agency or agencies with a direct interest and responsibility in any phase of outdoor recreation to appoint, and he shall appoint for each such agency a liaison officer who shall work closely with the Commission and its staff.

Advisory Council.

SEC. 5. (a) There is hereby established an advisory council which shall consist of the liaison officers appointed under section 4 (c), together with twenty-five additional members appointed by the Commission who shall be representative of the various major geographical areas and citizen interest groups including the following: State game and fish departments, State park departments, State forestry departments, private organizations working in the field of outdoor recreation resources and opportunities, landowners, State water pollution control agencies, State water development agencies, private forestry interests, livestock interests, mining interests, State travel commissions, petroleum production interests, commercial fishing interests, commercial outdoor recreation interests, industry, education, labor, public utilities, and municipal governments.

(b) The functions of the advisory council shall be to advise and counsel the Commission in the development of ways, means, and procedures whereby maximum cooperation may be obtained from all agencies and groups whose assistance in accomplishing the purposes of this Act will be required in arriving at sound methods and criteria for evaluating outdoor recreation resources data assembled and otherwise to advise and assist the Commission in carrying out the purposes of the Act.

(c) Members of the advisory council, except those employed by the Federal Government and assigned to the Commission as liaison officers, shall serve without compensation except that each shall be entitled to reimbursement for actual travel and subsistence expenses incurred in attending meetings of the advisory council called by the Chairman of the Commission, or incurred in carrying out duties assigned by the Chairman of the Commission.

(d) The Chairman of the Commission shall call an initial organization meeting of the advisory council, a meeting of such council each six months thereafter, and a final meeting of such council prior to transmitting the final report to the President and the Congress.

Duties.

SEC. 6. (a) The Commission shall proceed as soon as practicable to set in motion a nationwide inventory and evaluation of outdoor recreation resources and opportunities, directly and through the Federal agencies, the States, and private organizations and groups, utilizing to the fullest extent possible such studies, data, and reports previously prepared or concurrently in process by Federal agencies, States, private organizations, groups, and others.

(b) The Commission shall compile such data and in the light of the data so compiled and of information available concerning trends in population, leisure, transportation, and other factors shall determine the amount, kind, quality, and location of such outdoor recrea-

72 Stat. 239.

72 Stat. 240.

tion resources and opportunities as will be required by the year 1976 and the year 2000, and shall recommend what policies should best be adopted and what programs be initiated, at each level of government and by private organizations and other citizen groups and interests, to meet such future requirements.

(c) The Commission shall present not later than September 1, 1961, a report of its review, a compilation of its data, and its recommendations on a State by State, region by region, and national basis to the President and to the Congress, and shall cease to exist not later than one year thereafter. Such report, compilation, and recommendations shall be presented in such form as to make them of maximum value to the States and shall include recommendations as to means whereby the review may effectively be kept current in the future. The Commission, on its own initiative or on request of the President or the Congress, shall prepare interim or progress reports on particular phases of its review. Reports;
termination.

(d) The Commission is authorized to conduct public hearings and otherwise to secure data and expressions of opinion.

(e) The Commission is authorized to make direct grants to the States, and to transfer necessary funds to Federal agencies, from sums appropriated pursuant to section 8, to carry out such aspects of the review as the Commission may determine can best be carried out by the States, or Federal agencies, under such arrangements and agreements as are determined by the Commission; and may enter into contracts or agreements for studies and surveys with public or private agencies and organizations. The Commission is also authorized to reimburse Federal agencies for the expenses of liaison officers appointed under section 4 (c) and other cooperation. 72 Stat. 240.
72 Stat. 241.

SEC. 7. The Commission, in its inquiries, findings, and recommendations, shall recognize that present and future solutions to problems of outdoor recreation resources and opportunities are responsibilities at all levels of government, from local to Federal, and of individuals and private organizations as well. The Commission shall recognize that lands, waters, forest, rangelands, wetlands, wildlife and such other natural resources that serve economic purposes also serve to varying degrees and for varying uses outdoor recreation purposes, and that sound planning of resource utilization for the full future welfare of the Nation must include coordination and integration of all such multiple uses. Resource
planning.

SEC. 8. There are hereby authorized to be appropriated not more than \$2,500,000 to carry out the purposes of this Act, and such moneys as may be appropriated shall be available to the Commission until expended. Appropriation.

SEC. 9. This Act may be cited as "the Outdoor Recreation Resources Review Act". Short title.

Approved June 28, 1958.

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